

**RIVER ROAD
and
SANTA CLARA
URBAN SERVICES
COMMITTEES**

FINAL REPORT AND RECOMMENDATIONS



SEPTEMBER 2002





ACKNOWLEDGMENTS

The River Road and Santa Clara Urban Services Committees were appointed as joint Eugene and Lane County advisory committees. The work of the committees was supported by staff from the various service providers in River Road and Santa Clara including Santa Clara Rural Fire Protection District, Lane Rural Fire/Rescue, River Road Parks and Recreation District, River Road Water District Board and staff from the City of Eugene and Lane County. Special thanks to the River Road Parks and Recreation District for allowing the committees to meet at its facilities for the last 18 months.

The following members of the River Road and Santa Clara Urban Service Committees are recognized for their dedication and contributions.

River Road Committee

Jay Bozievich
Arlo Fertig
Julie Fischer, Co-Chair
Mike Gerot
Marie Gray
Charles Kittleson
Emily Mackenzie
Margaret McKenny
Mara Wile

Santa Clara Committee

Haven Amacher
Robert Batchelor
Richard Bray
Jerry Finigan
Susan Miller
Debbie Roberts
Ann Vaughn, Co-Chair
Michael Caprai, December 00 - June 01
John Greydanus, December 00 - April 01

Elected Official Leadership Group

Anna Morrison - Commissioner West Lane
Bobby Green - Commissioner North Eugene

Gary Papé - Councilor Ward 5
Pat Farr - Councilor Ward 6
Scott Meisner - Councilor Ward 7

*For more information about the Final Report and Recommendations
of the River Road and Santa Clara Urban Service Committees, please contact:*

Jim Croteau, Assistant City Manager AIC
City Manager's Office
(541) 682-5524



TABLE OF CONTENTS

Introduction and Background	1
Executive Summary	3
Major Themes	7
Four Profiles - Different Views of Urban Services	
Outside City in River Road	17
Inside City in River Road	21
Outside City in Santa Clara	25
Inside City in Santa Clara	29
Specific Service Recommendations	
Fire and Emergency Medical Services	33
Library	35
Parks and Open Space Acquisition	36
Planning, Building and Neighborhoods	37
Public Safety/Police	40
Recreation	42
Stormwater and Drainage	44
Transportation and Street Maintenance	45
Water	47
Committee Statements	49
Appendices (under separate cover)	65
a. Service Themes and Proposals	
b. Background Report	
c. Testimony from Community Input Session	



INTRODUCTION AND BACKGROUND

The River Road and Santa Clara Urban Services Citizen Committees were initiated by the Lane County Board of Commissioners and the Eugene City Council in Fall 2000. The resolutions adopted by Eugene and Lane County calling for the committees included the following charge:

- Provide staff and elected officials with the local citizen perspective on selected service delivery issues.
- Review staff-prepared background materials and urban service solutions and make recommendations to the Leadership Group (*Eugene and Lane County Elected Officials representing River Road and Santa Clara area*).
- Act as liaison for community groups and individuals to keep them informed of progress on these urban service issues.

Since the service issues are different for River Road and Santa Clara due to different servicing arrangements, two committees were created. The makeup of the committees includes residents who live in unincorporated Lane County and within Eugene city limits. The committee is represented by long-term residents of the area as well as new residents. This broad make-up encouraged the widest variety of perspectives. After the first meeting, the group prioritized the order for service review and agreed to meet as one committee. Later, when the review covered services that were different in River Road and Santa Clara, the committees decided to stay together throughout the process.

COMMITTEE PROCESS

The River Road and Santa Clara Urban Services Committees began meeting in December 2000 and has met monthly over the last 18 months. As background to the committee, a detailed report was prepared by Lane Council of Governments (L-COG) that provided general background information and demographics on River Road and Santa Clara and also detailed descriptions for each service area explaining how and who provided the service.

The committees agreed early on to meet as a whole rather than split into two groups to review the service areas, bringing all the perspectives and different experiences of residents living in different parts of the area to the same discussion. After prioritizing which service to review and in what order, the committees began the service review in February 2001 with a look at Planning, Building and Neighborhood Services. After a staff presentation on the service and, in some cases multiple presentations by all the providers of the service, the committees would brainstorm suggestions, recommendations, and observations about the service.

INTRODUCTION AND BACKGROUND



AREA OF STUDY

The area of study is generally known as the River Road and Santa Clara areas that extend from the Willamette River on the east, Chambers Connector at the south, Northwest Expressway/Prairie Road to the west and Beacon Drive on the north. Belt Line Road is considered the dividing line between River Road and Santa Clara.

CITIZEN INVOLVEMENT

The committees' process included several opportunities for citizen involvement. At each meeting, the committees allowed time for public comment at the beginning and end of the meeting. All agendas and background materials sent to the committees prior to each meeting were also mailed in advance to all interested parties that attended the meetings or requested information.

The committees are made up of many individuals with other interests and affiliations with groups in the River Road and Santa Clara area. During the 18-month review process, committee members provided information and solicited input from these other organizations. These included the River Road and Santa Clara neighborhood groups, fire districts, water districts, River Road Parks and Recreation district, and local neighbors, to name a few.

The final, major citizen involvement opportunity was a large public input session held after the committees had begun their final deliberations and recommendations. The committees held two public input sessions on May 16 and May 18, 2002. These sessions included an introductory informal information time when community members could talk one-on-one with committee members about specific services and a more formal public testimony session where community members could provide input into the preliminary recommendations of the committees. The appendix lists the input received during these input sessions including minutes from the meetings.

PREPARATION OF FINAL REPORT AND RECOMMENDATION

This report represents the views and recommendations of 16 committee members, each with his or her own perspectives, opinions, and values. In order to have this report be as much the work of the committees as possible, each major theme and service recommendation section was drafted by an individual committee member and then presented, reviewed and approved by the full committee. Thus, each section of major theme and service recommendation has the "byline" of the member who was the original author.



EXECUTIVE SUMMARY

The recent history of the River Road and Santa Clara (River Road Santa Clara) neighborhoods is characterized by patchwork annexation, fragmented urban services, and a contentious relationship between residents of the area and the City of Eugene. The River Road and Santa Clara Urban Services Committees formed in an effort to review and make recommendations concerning the myriad of urban service problems facing River Road and Santa Clara. The committees identified four major themes which must be recognized before problem-solving can begin:

TRUST

The lack of trust by many residents of River Road Santa Clara toward the City stems partially from the bitter debate in the 1980s over sewer development in the area. As the population of River Road and Santa Clara increases and diversifies, the City has the opportunity to repair and rebuild its relationship with residents.

VOICE

Lane County has transferred planning, land use, and building permitting to the City. Although the City is responsible for planning in River Road and Santa Clara, no one on the City Council represents the interests of County residents. County residents in River Road and Santa Clara are frustrated by a lack of political representation in City government.

EQUITY

City residents in River Road and Santa Clara do not receive the same level of urban services as residents in other areas of the City. This is particularly apparent in library, recreation, and fire services in Santa Clara, where the majority of City residents live.

COLLABORATION

Another concern is the lack of active collaboration between the River Road Santa Clara residents and local government in managing growth and preserving neighborhoods. Communication between residents, elected officials, and public employees is minimal and does not adequately address the variety of problems in the area.

Committee Recommendations

The above issues are complex and deeply rooted in the history of the area. Committee members feel that a holistic, long-term solution to the wide array of problems is critical. When discussing the future of the area, almost all committee members agree that eventually the area will be part of the City of Eugene. How long this will take is not clear. Some committee members are already in the City, some would choose to join the City tomorrow, and others hope to never in their lifetime see the area become part of Eugene. Regardless of the time scale, almost all committee members agree that a plan for transitioning to the City of Eugene is necessary.

EXECUTIVE SUMMARY



The committees recommend that the City and County appoint a high-level staff position to oversee the transition process. The TRANSITION MANAGER would supervise studies, committees, programs, and policies related to improving urban services in River Road Santa Clara. This position would serve as a resource and communication link for city staff, county officials, elected officials, and residents. The first responsibility of the Transition Manager will be to work with residents to develop a comprehensive TRANSITION PLAN incorporating the themes and recommendations of the committee. An initial focus of the Transition Plan will be to conduct a fiscal analysis of urban services in River Road Santa Clara. A clear economic picture would help answer questions raised by residents such as: How much would it cost to provide city level services to River Road Santa Clara? What is the City currently spending on urban services in River Road Santa Clara?

Another critical component of the Transition Plan will be to replace the outdated River Road Santa Clara Urban Facilities plan. The new plan would focus on issues that are important to the community today. The new Eugene Land Use code allows for a significant increase in density and urban infrastructure in the area. In contrast, residents want to maintain the suburban character of the neighborhood, including large lot size, tree-lined collectors, quiet dead-ends, and ditch-drainage systems. Residents and the City must work together to create a common vision for River Road Santa Clara that provides for future growth but also maintains livability, neighborhood cohesion, and a healthy sense of community.

Service Area Recommendations

Listed below is a brief summary of recommendations for each urban service reviewed by the committees:

Fire: While fire service in River Road is functioning smoothly, Santa Clara is served by three different agencies. The duplicity of services is inefficient and the committees recommend increasing cooperation between the service providers during transition.

Library: River Road Santa Clara is the largest population area in Oregon without library services. It is essential that the 3,000+ children in River Road and Santa Clara have access to a public library. A long-term goal is to open a branch library in the River Road/Santa Clara area.

Parks and Open Space: The City of Eugene is the only agency currently developing parks in the area. Neighborhood parks are inadequate in River Road and Santa Clara. It is essential for the City to actively pursue park development, particularly in Santa Clara where most City residents live.

Planning: While River Road and Santa Clara are currently suburban in character, the City plans for dense urban in-fill in the area. The committees strongly recommend that the City include resident views in a new River Road/Santa Clara neighborhood plan.



EXECUTIVE SUMMARY

Public Safety: River Road and Santa Clara are served by the County Sheriff, City Police, and Oregon State Police. While residents are generally satisfied with service, the committee recognizes the inefficiency of services. Agencies should continue cooperating and work toward greater service efficiency.

Recreation: Nowhere is the contrast in services between River Road and Santa Clara greater than in recreation. While River Road has an excellent facility and programs, Santa Clara has nothing. It is critical to plan and develop a community recreation facility in Santa Clara.

Stormwater: Most of River Road and Santa Clara are serviced by drainage ditches. While the City of Eugene collects stormwater development fees and monthly fees from residents, little is spent on stormwater issues in River Road and Santa Clara. Agencies must develop consistent plans, regulations, and practices and work together to deal with stormwater issues.

Transportation: Both the City and County work together to provide efficient street maintenance. However, the city will only provide long term maintenance (such as repaving) if residents pay to upgrade streets to City standards. In order to maintain the character of River Road and Santa Clara, the area needs more flexible street design and connectivity standards.

Water: The River Road and Santa Clara water districts contract with EWEB for services. While the districts are an extra layer of government, they provide representation and help finance fire services in River Road. Water services are relatively efficient and there are no recommended changes in the short term.



MAJOR THEMES

The main task of the River Road and Santa Clara Urban Service Committees was to review the provision of public services in the area and make recommendations for improvement. As part of this service review, the committees identified a number of major themes that are described below. These are grouped into recurring topics that kept coming up in the course of committee discussion and deliberation. As noted, individual members of the committee drafted the themes, but they all have been reviewed by the full committee. The writing below reflects the individual and collective feeling and experiences of the committee and has not been revised or edited.

TRUST

by Jerry Finigan

Shadowing all discussions between the City and residents of Santa Clara/River Road is the issue of trust. Sophocles said “Trust dies; distrust blossoms” and at the time of this report dozens of lawn signs are blossoming in front yards throughout the area displaying a bulldog in a pugilistic pose, with the large letters “FIGHT ANNEXATION”.

Trust never really died; it was never cultured and never existed. River Road and Santa Clara began as small agrarian communities on the outskirts of a growing city. The suburban movement of the 1950s and 1960s threatened to engulf the area in urban expansion. There was little actual annexation occurring, but the construction of Belt Line in the 1960s which split the area in two and encouraged bedroom development for the City of Eugene; and the inclusion of the area in “The 1990 Plan” in 1972 gave the long-time citizens of Santa Clara and River Road apprehensions about the intent of the City of Eugene. The area was included in the Metro Plan in 1982.

During the 1980s, a series of events occurred that appeared to be an imperialistic attempt by the City to force annexation. An attempt to gain portions of the area by using the process of triple majority annexation was thwarted when an Oregon court of appeals questioned the constitutionality of this method. The City then encouraged the State to conduct a ground water study of the area, appearing to try to annex the area by condemning it for sanitary reasons. In an attempt to defend themselves from these assaults, the residents attempted to incorporate as a separate City of Santa Clara in 1982, but were rebuffed by the Boundary Commission in 1983 (which many residents of the area still regard as a tool of the City). The groundwater study found sanitary sewers were needed in the area (though to many residents the conclusions seemed questionable, at best) and the Boundary Commission in 1984, and again in 1987 ruled that the City of Eugene would be the logical provider. Thereat, sewer construction was ordered and hookups and assessments became mandatory for all citizens of River Road and Santa Clara (except for two subdivisions in northern Santa Clara, which had their own sewer treatment plants). Resentment was palpable and a few citizens chose to lose their residences rather than acquiesce; there were several occasions of vandalism to construction equipment.

MAJOR THEMES



TRUST

(continued)

If this was an attempt by the City to use sewer service as a method to force annexation to the City of Eugene, this, too, failed as sewer construction was chiefly funded by a 2.5 million dollar grant by the federal government and, when the federal government found Eugene would require annexation with hookups, they threatened to pull the grant. Eugene dropped this requirement and allowed hookups without annexation. Since 1987, the City of Eugene has had sovereignty over the area through an intergovernmental agreement with Lane County that assigns all planning and development control to the City. Under this agreement, the City requires all new development to be annexed.

Throughout this entire process there appeared to be no attempt by the City to work with the citizens of Santa Clara and River Road (except to develop a refinement plan for the area — but that appeared to be required of the City when they applied for a government grant for construction of sanitary sewers). Long-time residents felt — and still feel — besieged by a foreign power and the fear, suspicion, and resentment that accompany such a position is ubiquitous in any discussion about the City of Eugene.

At this point, the taxes paid by the citizens of River Road are not that different from those paid by the residents of the City, but because of the resentment created by the City, and because of pride in community; many would not join the City even if taxes were lower there.

River Road and Santa Clara is ten times as large as it was in the 1940s, but the rugged individualism and the agrarian values that built the communities persist. The arguments over new libraries, downtown development, federal courthouses, and the opening of the Mill Race arouses little real interest or community involvement in Santa Clara and River Road. And the defensive posture its citizens hold toward the City of Eugene proves a community not only has a memory, but that history does indeed control the future.

“River Road and Santa Clara is ten times as large as it was in the 1940s, but the rugged individualism and the agrarian values that built the communities persist.”

If trust is ever to be established, the City must recognize that River Road and Santa Clara are not neighborhoods of Eugene, but two unique communities with their own history, values, and pride. These unique characteristics must be admitted and valued in all planning for the area; and the fate of the area must not be imposed from outside, but must be constructed through a collaborative effort. Domination will never result in cooperation. Involve the citizens of Santa Clara and River Road in Eugene’s processes and they may one day feel part of it.



MAJOR THEMES

EQUITY OF SERVICES

by Ann Vaughn

Presently, services are provided by numerous agencies and funding sources in the River Road and Santa Clara areas. City residents in both areas pay city taxes, county residents pay for services in a variety of ways including through independent service districts. Both groups are affected by intergovernmental agreements. In this system of patchwork delivery, it is important that the services directly reflect the taxes or contributions made. City residents who pay city taxes should receive services comparable to city residents in other parts of the city. If intergovernmental agreements are in effect in River Road and/or Santa Clara, tax breaks or burdens should be shared equally among the residents of the area affected.

“City residents who pay city taxes should receive services comparable to city residents in other parts of the city.”

Examples of existing inequities:

- 1) Library Services: City residents in the River Road/Santa Clara area support library services through their property taxes. In addition to that, they will contribute approximately \$84.00 per household as a result of the library levy. This levy supports two branch libraries, neither of which is located in the River Road/ Santa Clara area. Both residents and non-residents may use the Eugene Library facilities and resources, although non-residents do so without charge. If non-residents want to check out materials, it costs them \$80 per family annually.
- 2) Fire and Emergency Service: The Santa Clara Fire District is not able to provide the full range of services nor does it have the sophisticated equipment available as does the Eugene Fire Department. Yet, the City and the Santa Clara Fire District are looking for ways to break up the service area, regardless of the location of city residents in that area who pay for city services. In addition, the city residents in Santa Clara pay taxes to the city at a higher rate than the city pays the Santa Clara Fire District to serve them.
- 3) Parks and Recreation: Through the intergovernmental agreement between the River Road Park District and the City of Eugene, city residents in River Road have access to services through River Road Parks and Recreation. Additional neighborhood parks are still needed in the River Road area, but the need is not nearly as poignant as it is in the Santa Clara area. As parks and recreational areas are developed and improved throughout the city, nothing but future planning is being done for the entire Santa Clara area. There are no recreational facilities and the only existing park is in dire need of repair. City residents in these areas are contributing through the bond measure to fund park acquisitions.

City residents in the River Road/Santa Clara area are reminded by non-residents that they chose to be residents of the city when they acquired property in the area. City residents generally are fine with being included within the city limits but expect city services to reflect this inclusion. Presently, this frequently is not the case. As a result, city residents in the River Road/Santa Clara area often feel “left out.” This observation is not lost on non-residents and in fact is used as an argument against annexation.

MAJOR THEMES



VOICE AND REPRESENTATION

by Robert Batchelor

One of the themes that the committee has elucidated is that of representation and the people's voice: being heard by the elected officials and effective representation by the officials.

The committee has heard the theme from River Road and Santa Clara residents that they are neither heard nor effectively represented. Many changes to the neighborhoods have happened in the past, such as housing development (particularly in-fill), road improvement (leading to tree removal) and sewer installation, without effective neighborhood input. Residents living outside the city particularly feel that Eugene has implemented rules that affect them without their say. For example, one of my neighbors who lives outside the city recently wanted to do some work on his property that would impact some wetlands. He was informed by the City of Eugene that he couldn't do the work because it would violate Eugene ordinances. Since he lives outside the city, he has little or no say in those rules. County residents also feel the county has abandoned them to the city, essentially leaving them without effective representation from either the city or the county.

On the other hand, the residents within the city feel ignored as well. The perception is that the needs of the city residents in River Road and Santa, especially those in Santa Clara, take a back seat to those of other Eugene neighborhoods. For example, many residents in Santa Clara complain about the lack of park and recreation opportunities in the neighborhood compared to other areas of Eugene. Also, city residents in both areas lack convenient access to library services. The city residents feel that the lack of these services in River Road and Santa Clara is a reflection of the residents' lack of voice and effective representation.

In the short term, the committee and the residents of River Road and Santa Clara desire a voice in the shaping of our community's future. Some possible methods of increasing representation are: River Road and Santa Clara residents could be encouraged to serve on city and county committees/commissions. Other possibilities include a non-voting seat on the City Council or geographical representation on the Planning Commission. Alternatively, a poll of the community, or perhaps a series of public input sessions to the City Council and the County Commissioners would give the general public a voice. These methods would allow the residents immediate venues in which to be heard by their elected officials.

In the long term, we want to be a part of determining the course of eventual annexation to Eugene. Some members of the committee suggest a 'double-majority' vote in order to clear the way for annexation: a majority in both Eugene as a whole and the River Road/Santa Clara area. These members feel the 'double-majority' rule would give these neighborhoods a voice on this significant topic. City residents desire an increase in those services deficient in River Road and Santa Clara, such as library service in both neighborhoods, and parks and recreation in Santa Clara.

These long and short-term measures will increase the voice and effective representation by their elected officials. If one listens to the people, one cannot help but represent them.



MAJOR THEMES

A COLLABORATIVE APPROACH TO THE RIVER ROAD/SANTA CLARA TRANSITION

by Charles Kittleson

A persistent theme in the committee's discussions has been concern for more active collaboration between River Road/Santa Clara residents and local government in managing our transition into the City of Eugene. We have been in an incremental transition for fifteen years under the City's policy of non-contiguous annexation. We find that everyone affected by this policy has some sort of problem stemming from it: Indeed, that was the reason given us by the Councils for the formation of our committee. Perhaps the time has come to reconsider that policy, rather than to attempt to band-aid the effects. In any case, the Committee has come to believe that we could do better with updated policies, a clear- to- all transition plan, a defined program for implementation, and, certainly, with active management of the transition. We believe that constructive changes can occur if the City Council and Lane County Board of Commissioners will choose to actively collaborate with the mainstream of River Road Santa Clara residents.

The committee recognizes three distinct orientations to urbanization/annexation: Ruralist, Urbanist, and Suburbanist. The ruralist wants minimal government, urban services, and taxes and wishes to sustain a rural atmosphere in the face of growth. The urbanist wants and presumes the necessity of the full spectrum of city services, wants a quality local government to provide services, and considers the city template a 'middle class bargain.' The suburbanist falls somewhere in between the ruralist and the urbanist.

If our committee is, in fact, a representative cross section of the River Road/Santa Clara population, this finding is troublesome. The large majority of the committee are suburbanist, but the discussion about transition issues and annexation questions is being framed by the strongly positioned views of ruralist and urbanists. From our public hearings, we learned that the ruralists are centered in the 'old guard' who have lived in the River Road Santa Clara area 'forever'. Besides their ruralist preferences, they tend to be especially anxious about pocketbook issues, and may be retired or on fixed incomes. The committee believes that their views deserve respect and reasonable accommodation; after all, they have deep roots and commitment to the area. Yet we do not believe that, as an apparent minority, they should control discussion of urban transition by way of negative activism. In fairness, urban fundamentalism is also troublesome. The management and planning staffs of local government naturally tend to be professional urbanists and they can become overbearing in recognizing the legitimacy only of the urban template, which-is the only image of the future that has been projected for us.

Therefore, we hope the City Council and Lane County Board of Commissioners will deliberately build bridges to the suburbanist majority of River Road Santa Clara residents. Continuing the polarized status quo probably means many years of creeping, incremental annexation that builds an ever higher wall of ignorance on each side of the Chambers Connector. One of Einstein's conclusions was: 'You can not solve a problem with the same mind that created it.' We wish the City Council and Lane County Board of Commissioners would set aside the mind that has us trapped in a stand off transition, and help to find some creative new directions to collaborate with our communities. We ask you to shape majority oriented policies, plans, action programs and undertake the active management of our transition into the City of Eugene. This is too important to leave in the hands of malcots of any stripe.

MAJOR THEMES



A COLLABORATIVE APPROACH TO THE RIVER ROAD/SANTA CLARA TRANSITION

(continued)

The committee is hopeful about a more constructive future. We have been impressed by the good will of the councilors with whom we have met and have particularly appreciated the consistent presence of Councilor Papè at our meetings. Likewise, the management and staffs of the City and County who have supported and helped to inform the committee have been uniformly professional with clearly unqualified intentions of doing a good job for us. In short, we have the potentials for a truly constructive and collaborative transition, but the Councils' concerted engagement seems a necessary fulcrum for majority rule.

COMMUNICATION AND INFORMATION

by Julie Fischer

A major challenge for River Road and Santa Clara residents is access to information about urban services. Residents are often unsure about who to call - city or county - and public officials are sometimes as confused as residents. Improving the flow of information between government, elected officials, and citizens is critical to rebuilding trust between the City and River Road Santa Clara.

The only official tool of communication for residents is the community organization newsletters, and poor funding limits circulation. The neighborhood organizations hold regular meetings to discuss community issues, but attendance is low. Within city and county government, there is no specific person in charge of River Road Santa Clara issues.

A simple solution to improve communication is to increase the circulation of the newsletters. If each resident received a newsletter, it is likely that attendance at neighborhood meetings would increase. Funding could come from the Park or Water district. A low-cost option for improving communication would be to develop an information page on the City website, or create a separate River Road Santa Clara website. A major commitment toward improving communication would be to appoint a city staff person to track issues related to River Road Santa Clara and relay information to the community organizations.

*“Santa Clara
lacks a
community center,
and it desperately
needs a way to
bring together
established residents
and new neighbors.”*

One of the greatest assets to communication is the River Road Parks and Recreation District. Programs, classes, and events bring residents to the facility, where they communicate with neighbors, discuss issues, and feel part of a community. Santa Clara lacks a community center, and it desperately needs a way to bring together established residents and new neighbors. Building a community center in Santa Clara would greatly enhance communication in the area.



MAJOR THEMES

WE NEED A PLAN FOR THE AREA

by Mara Wile

The River Road Santa Clara Urban Facilities Plan was adopted by Lane County and Eugene in the mid-1980s. Much has changed since then and the current plan does not reflect the wants and needs of the residents. The River Road area and some portions of the Santa Clara area were developed in a semi-rural development pattern with larger lots, narrow tree-lined streets and rural drainage systems. This pattern of development was preserved and worked well until recently. The advent of a central sewer system has dramatically changed this development pattern. In the River Road area, recent in-fill development, conforming to city zoning standards allowing higher density, has not fit with this historic development pattern.

Traffic and congestion in the area has grown significantly. In the intervening 15 years, River Road, Maxwell, and, Irving roads have been improved by Lane County. River Road has gone from a two-lane rural highway to a five-lane arterial. The River Road/Belt Line interchange, which is also the commercial heart of the area, is a major traffic congestion point during the day. And, in order to facilitate higher density, residents are very concerned that many of their beautiful tree-lined collector streets will be “improved” with broad paving, sidewalks, and the loss of the trees that help define the character of the area.

Many of the new developments do not fit the existing neighborhood character. It is not difficult to find a manufactured home placed directly in front of or beside a turn of the century historic home. There are many streets with half of a street improved and some with a piece of sidewalk here and there and curbless rural style portions in-between. And, TransPlan has designated that three nodal development sites in River Road Santa Clara be established. An overall plan is necessary in order to figure out where and how to implement these nodes and to outline how to incorporate them with existing character/infrastructure.

Loss of character aside, increasing density in already developed areas necessitates more or different infrastructure, which has not been planned for with existing characteristics in mind. Many areas in River Road and the southern part of Santa Clara were developed and planned as low-density single family homes, originally defined at a maximum of four houses per acre. Current land use code allows up to 14 homes per acre. A majority of local streets and collectors are not capable of handling any more traffic than they were originally designed for. And, given the added traffic and lack of flexibility of street design, providing bike paths and safe walking areas is certainly a planning challenge. Additionally, long narrow local streets (many that are dead ends) don't lend well to street connectivity standards. Current street connectivity standards are based on a maximum block length of 600 feet, many local streets in River Road Santa Clara are at least twice that length.

MAJOR THEMES



WE NEED A PLAN FOR THE AREA

(continued)

On the other hand, many Santa Clara developments have taken place on former farming acres where many acres were developed at one time which logistically has worked well. However, residents of newer developments in Santa Clara have lamented that they don't feel a sense of community nor have they developed an identity with their surrounding. Original configuration of land use in the older developed areas lends well to establishing a sense of community. Quiet streets and dead-end streets have facilitated a solid sense of neighborhood and community.

Community Organization Board Members and residents have tried to explain these issues to the City Planning Commission. Unfortunately, they have been told that River Road Santa Clara issues are too vast and encompassing for the Commission to begin to address. River Road Santa Clara residents are concerned and knowledgeable about their neighborhood. They want to be involved in resolving these issues and to begin a collaborative effort so that jointly the City and residents can come up a plan that reflects the unique characteristics of our area. This would be similar to those specific plans developed by the city for other areas such as in the South Hills or West Eugene wetlands. River Road Santa Clara are developing at a much more rapid rate than the majority of the City. We feel it's vital to protect the unique character of our area and would like a planning document that reflects this wish.

Lastly, cities and counties across the country are grappling with similar urban service delivery issues (potential annexation). Generally, the municipalities involved have an economic feasibility study performed by an independent agency prior to proceeding with an annexation plan. A good financial picture is worth a thousand words when it comes to delivering services. Since annexations are already underway in River Road Santa Clara, this type of study is long overdue. This study would enlighten all of us as to what services can be expected and who and how they are to be paid. City councilors have commented that the City is paying far too much of the costs associated with River Road Santa Clara. On the other hand, county residents have expressed concern that the City collects our highest property tax dollars and have given little back to the community. Ordering this study should be the very first step in this transition process. We request that this study not be done by LCOG as they are too closely affiliated with City/County staff and would not be viewed as impartial. Similar studies have cost approximately \$50,000 and could be paid for with sewer fund money.

*"A good financial picture is worth a thousand words
when it comes to delivering services."*



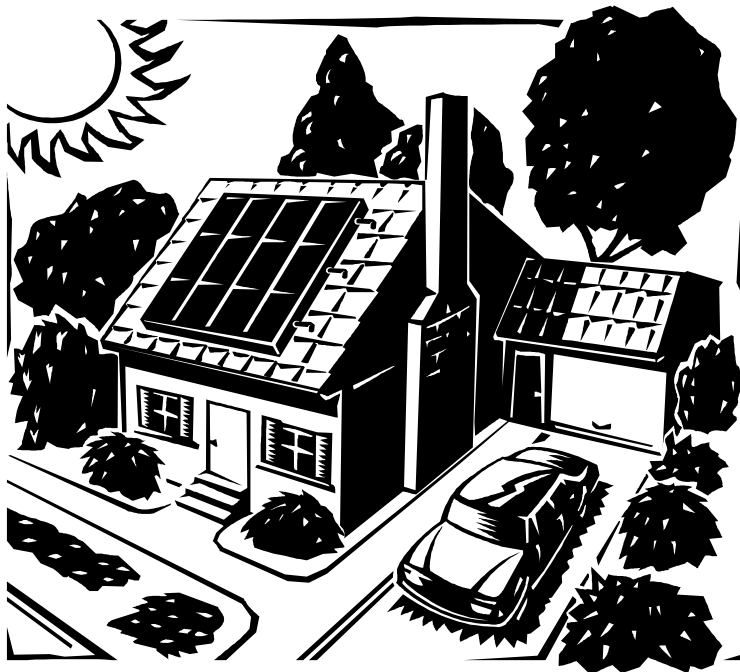
FOUR PROFILES

DIFFERENT VIEWS OF URBAN SERVICES

Residents and businesses in River Road and Santa Clara have different perspectives on the day-to-day services they use and need. On the following pages are four distinct examples showing how services differ in terms of what and how services are provided and what the costs and benefits are. As illustrations, these examples will help inform the urban services issues the River Road and Santa Clara committees have been discussing.

Below is a brief overview of the four examples. In the financial comparisons, all four examples are assumed to be in the area of School District 4J, even though a portion is located in the Bethel School District.

The residents portrayed can and do live next door to one another. This situation adds to the uncertainty and confusion over provision of service.



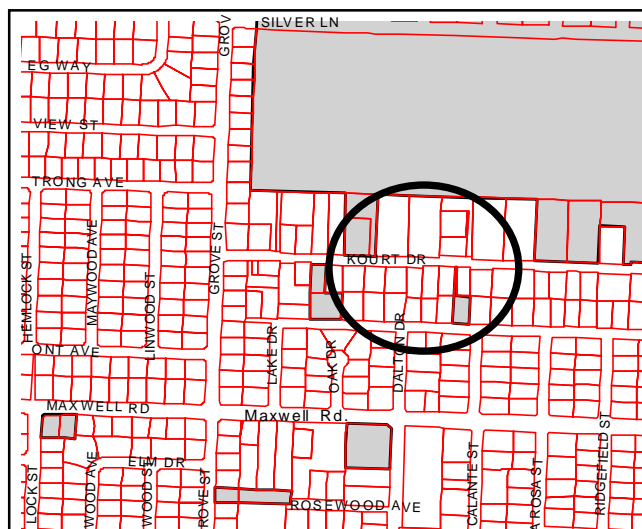
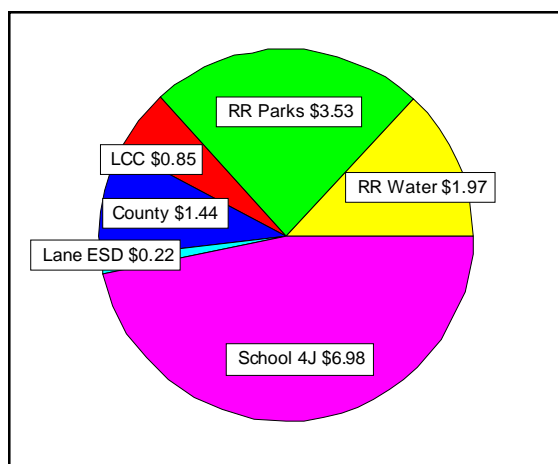


FOUR PROFILES

Example 1 - Residence in River Road outside the City

Home on Kourt Drive, built in 1951. Tax Rate \$15.00 per \$1,000 assessed value

Property taxes: \$2,251 (based on \$150,000 value)



TAX CODE AREA: 00412, EUGENE SCHOOL DISTRICT 4J - \$ per 1,000 Assessed Value

District Name	Education		Government				Excluded		Total
	Educ Perm Rate	Educ Local Option	Gen Gov Perm Rate	Gen Gov Local Option	Urban Renew Spec Levy	Gen Gov Gap Bond	Educ Bond	Gen Gov Bond	
Eugene School District 4J	4.7485	1.5000					0.7325		6.9810
Lane ESD	0.2232								0.2232
Lane Community College	0.6191						0.2399		0.8590
River Road Water District			1.9694						1.9694
River Road Parks & Rec District			3.0559					0.4773	3.5332
Lane County			1.2637					0.1754	1.4391
Totals:	5.5908	1.5000	6.2890	0.0000	0.000	0.000	0.9724	0.6527	15.0049

Service Summary:

Fire and EMS - River Road Water District (via contract with Eugene Fire and EMS)

Library - no service

Parks - Emerald Park (RRPRD), proximity to Eugene parks

Planning, Building and Neighborhoods - Eugene (via agreement with Lane County)

Recreation - River Road Parks and Recreation District

Sanitary Sewers - Metro Wastewater Management

Stormwater - Lane County, only inside road right of way

Transportation - most of River Road area maintained by Eugene (via contract agreement with Lane County)

Water - River Road Water District (via contract with EWEB)

FOUR PROFILES



FIRE AND EMERGENCY MEDICAL SERVICES

The River Road Water District contracts with the City of Eugene to provide fire protection and emergency medical services. The nearest fire station is Station 2 at 2nd Avenue and Chambers Street. Other stations that respond in River Road include Station 11 in the Santa Clara area and Station 7 in the Bethel-Danebo area.



LIBRARY SERVICES

Residents on Kourt Drive have no library service unless they buy a non-resident library card from Eugene (\$80/year), Springfield (\$60/year) or Junction City (\$20/year). School-age children have local school libraries and have access to Eugene library facilities, but cannot check out materials unless their family has a non-resident library card.

PARKS AND RECREATION SERVICES

Residents along Kourt Drive are within the River Road Park and Recreation District. The district community center and pool are approximately one-half mile to the south on Lake Drive. This also includes Emerald Park adjacent to the center and pool. Residents use the district facilities and can participate in various recreational programs at in-district rates. Residents outside the city can participate in Eugene recreation programs at centers in Bethel, Willakenzie, and other locations. Starting this year, the City began charging non-city residents an additional 20% for recreation services. Park facilities in River Road include the Willamette Greenway park system and Rasor Park, which will be improved in the coming years. Eugene park system development charges and a Eugene 1998 park and open space bond measure are being used to acquire additional neighborhood parks in River Road. The bond measure also included funds for the multi-use field developed at North Eugene High School in partnership with 4J.





FOUR PROFILES

PLANNING AND BUILDING SERVICES

Planning

Eugene, Springfield, and Lane County have jointly adopted an overall Metro Plan that provides general land use guidance for the entire metro area. In River Road and Santa Clara, Lane County and Eugene developed a joint neighborhood refinement plan that provides more specific policy direction in the area, but it was adopted 15 years ago and a lot has changed.

Land Use and Zoning Regulations

In 1987, when the County Board of Commissioners transferred land use responsibility to Eugene under an “urban transition agreement,” the Eugene zoning and development code was adopted for all County property inside the Metro Plan urban growth boundary. Last year, the Eugene City Council adopted new zoning and land use regulations. These new rules have yet to be adopted by Lane County so property outside the City is subject to a different set of zoning and development standard at the present time.

Building Permits

Since 1987, building an addition on a home or needing an electrical or plumbing permit requires a visit to the City Permit Center. This arrangement was approved by Lane County under the “urban transition agreement” that recognized this area would eventually be part of the City and should follow the rules of the city.

Neighborhood Organization

The River Road Community Organization is the local neighborhood organization in the area. This group meets each month and is sent referrals for all land use applications submitted in the area. The group receives no support or financial assistance from Lane County. Eugene contributes limited funds to the organization based on the number of addresses in the organization that are within the Eugene city limits. In fiscal year 2003, this amounted to \$1,830.

PUBLIC SAFETY

A call to 911 for police service would bring a deputy from the Lane County Sheriff Office. If the call was a high priority call such as a robbery in progress, any available public safety responder, including Eugene Police, would respond. For a low priority call such as an overnight car break-in, the call for service would go to the Sheriff’s Office non-emergency line, the dispatcher would take the caller’s name and address, and a citizens report form would be sent in the mail. The Sheriff’s Office is also giving serious consideration to a telephone reporting program similar to that used by the Eugene Police, where non-emergency police reports are taken by telephone.

FOUR PROFILES



STORMWATER AND DRAINAGE SERVICES

There are a number of unimproved natural drainage ways in the area that are not receiving any active maintenance. Years ago, the River Road Water District sued to provide vegetation maintenance of these channels, but has ceased this practice. The only drainage maintenance by Lane County is done on drainage and storm water facilities in the road right-of-way due to the funding limitations of the road fund. Private property owners, in the developed portion of River Road have responsibility for many of the remaining streams. There is no comprehensive program of stormwater management between Lane County and Eugene.



TRANSPORTATION SERVICES

Kourt Drive was built in Lane County and has an asphalt mat with roadside drainage. There are no sidewalks and trees near the street and small front yards would make street improvements difficult to design without changing the character of the area. Street maintenance on Kourt Drive is done by Lane County under a joint agreement with Eugene. The area north of Maxwell Road and east of River Road is maintained by Lane County. The remainder of River Road south of Belt Line Road is maintained by Eugene. The formula is based on a calculation of the relative areas that are in the unincorporated area

of Lane County inside the Eugene urban growth boundary and are inside Eugene. The agreed to maintenance includes: roadside ditch, shoulder, and surface maintenance, maintenance of traffic control devices, and snow and ice control. Maxwell Road and River Road were improved by Lane County a number of years ago and there are future plans to improve River Avenue. While the City will not repave unimproved streets, the County will. Therefore, Lane County will repave Kourt Drive when necessary.

WATER SERVICE

The River Road Water District provides water service to homes on Kourt Drive. The district contracts with Eugene Water and Electric Board for service. EWEB does all the water line construction and maintenance and billing for water service for the district. If a water customer on Kourt Drive has a problem with his water service or bill, he calls EWEB. The water district also provides street lighting under contract and the Board considers requests for street lighting based on a traffic safety criteria. Street lighting is paid by levying a street lighting fee on the water bill.

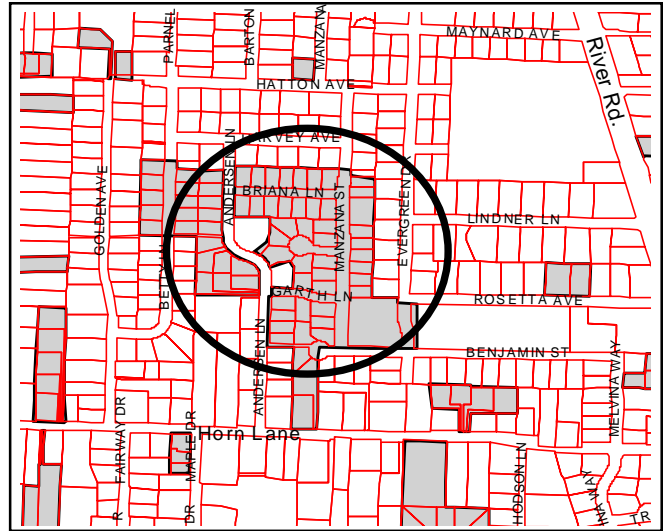
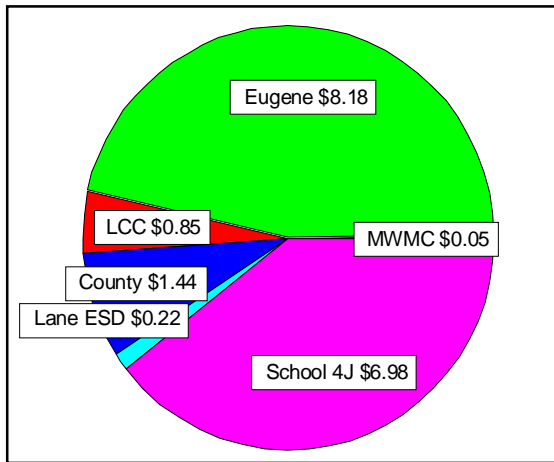


FOUR PROFILES

Example 2 - Residence in River Road inside Eugene city limits

Home on Briana Lane, built in 2001. Tax Rate \$17.73 per \$1,000 assessed value

Property taxes: \$2,660 (based on \$150,000 value)



TAX CODE AREA: 00400, EUGENE SCHOOL DISTRICT 4J - \$ per 1,000 Assessed Value

District Name	Education		Government				Excluded		Total
	Educ Perm Rate	Educ Local Option	Gen Gov Perm Rate	Gen Gov Local Option	Urban Renew Spec Levy	Gen Gov Gap Bond	Educ Bond	Gen Gov Bond	
Eugene School District 4J	4.7485	1.5000					0.7325		6.9810
Lane ESD	0.2232								0.2232
Lane Community College	0.6191						0.2399		0.8590
City of Eugene			7.0058	0.4856	0.1977			0.4950	8.1841
Metro Wastewater Services District								0.0462	0.0462
Lane County			1.2637					0.1754	1.4391
Totals:	5.5908	1.5000	8.2695	0.4856	0.1977	0.000	0.9724	0.7166	17.7326

Service Summary:

Fire and EMS - Eugene Fire and EMS

Library - Eugene Library

Parks - Emerald Park and Community Center through agreement with River Road Parks and Recreation District (RRPRD), proximity to Eugene parks

Planning, Building and Neighborhoods - Eugene

Recreation - Eugene recreation programs, River Road Parks and Recreation District through agreement

Sanitary Sewers - Metro Wastewater Management

Stormwater - Eugene, River Road Water District

Transportation - most of River Road area maintained by Eugene (via contract agreement with Lane County)

Water - Eugene Water & Electric Board

FOUR PROFILES



Example 2 - Residence in River Road inside Eugene city limits (continued)

FIRE AND EMERGENCY MEDICAL SERVICES

Service is provided by Eugene Fire and EMS. The nearest fire station is Station 2 at 2nd Avenue and Chambers Street. Other stations that normally respond in River Road include Station 11 in Santa Clara and Station 7 in the Bethel-Danebo area.

LIBRARY SERVICES

Service is provided by Eugene. The new Downtown Main Library will open in December 2002. There are also branch libraries in Bethel and Sheldon regions.

PARKS AND RECREATION SERVICES

City residents on Briana can use facilities at the River Road Park and Recreation District through an agreement with the park district. The district community center and pool are less than one-half mile to the west on Lake Drive. This also includes Emerald Park adjacent to the center and pool. Residents use the district facilities and can participate in various recreational programs at in-district rates. Residents can also participate in Eugene recreation programs at centers in Bethel, Willakenzie, and other locations. Park facilities in River Road include the Willamette Greenway park system and Rasor Park. Eugene park system development charges and a 1998 park and open space bond measure are being used to acquire additional neighborhood parks in River Road. The bond measure also included funds for the multi-use field developed at North Eugene High School in partnership with 4J.



PLANNING AND BUILDING SERVICES

Planning

Land within the City is subject to the jointly adopted Metro Plan and River Road Santa Clara Urban Facilities Plan, as is property located outside the City. Last year, the Eugene City Council adopted new zoning and land use regulations. These new rules have yet to be adopted by Lane County so property outside the City is subject to a different set of zoning and development standard at the present time.



Example 2 - Residence in River Road inside Eugene city limits (continued)

Building Permits

All building permits are obtained from Eugene Building and Permit Services.

Neighborhood Organization

The River Road Community Organization is the local neighborhood organization in the area. Eugene contributes limited funds to the organization based on the number of addresses in the organization that are within the Eugene city limits. In fiscal year 2003 this amounted to \$1,830.

PUBLIC SAFETY

A call to 911 for police service would bring a police officer from the Eugene Police Department. If the call was a high priority call such as a robbery in progress, any available public safety responder, including Eugene Police or Lane County Sheriff would respond. For a low priority call such as an overnight car break-in, Eugene Police use a telephone reporting program, where non-emergency police reports are taken by telephone. Eugene also has other community policing services available such as Neighborhood Watch programs.

STORMWATER AND DRAINAGE SERVICES

There are a number of unimproved natural drainage ways in the area that are not receiving any active maintenance. Years ago, the River Road Water District used to provide vegetation maintenance of these channels, but has ceased this practice. In developed subdivisions such as on Briana, a stormwater drainage system was constructed when the street went in, connecting to a public drywall system. It is maintained by Eugene.

TRANSPORTATION SERVICES

Briana Street is developed to city standards with curbs, gutters, and sidewalks. Maintenance on Briana is done by Eugene under a joint agreement with Lane County. The agreed to maintenance includes: roadside ditch, shoulder, and surface maintenance, maintenance of traffic control devices, and snow and ice control. Unlike Briana, most streets in River Road do not meet City standards. For unimproved streets, the City only provides minimal maintenance. When a street needs repaving, residents will have to pay to bring it up to City standards.

WATER SERVICE

Eugene Water and Electric Board provides water service to properties on Briana Street.



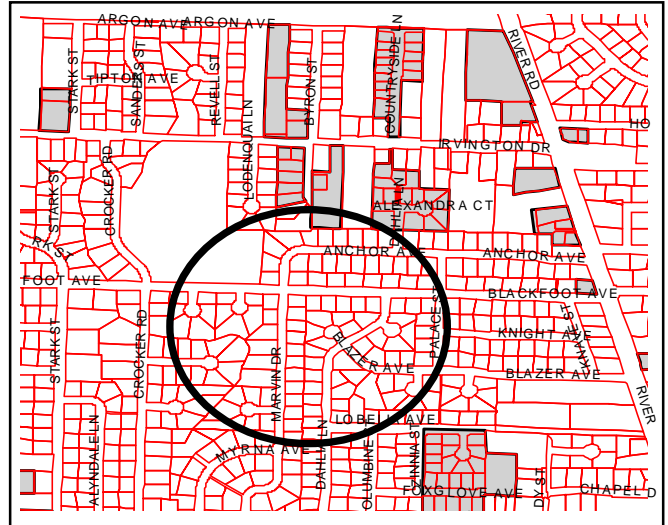
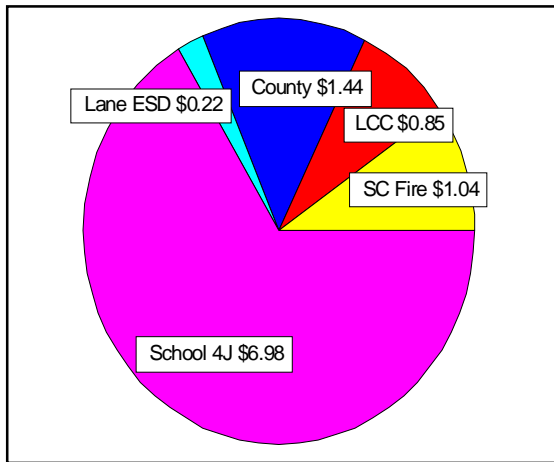


FOUR PROFILES

Example 3 - Residence in Santa Clara outside Eugene city limits, Eugene School District

Home on Marvin Drive, built in 1966. Tax Rate \$10.55 per \$1,000 assessed value

Property taxes: \$1,582 (based on \$150,000 value)



TAX CODE AREA: 00417, EUGENE SCHOOL DISTRICT 4J - \$ per 1,000 Assessed Value

District Name	Education		Government				Excluded		Total
	Educ Perm Rate	Educ Local Option	Gen Gov Perm Rate	Gen Gov Local Option	Urban Renew Spec Levy	Gen Gov Gap Bond	Educ Bond	Gen Gov Bond	
Eugene School District 4J	4.7485	1.5000					0.7325		6.9810
Lane ESD	0.2232								0.2232
Lane Community College	0.6191						0.2399		0.8590
Santa Clara Rural Fire Protect. Dist.			1.0439						1.0439
Santa Clara Water District			0.0000					0.0000	0.0000
Lane County			1.2637					0.1754	1.4391
Totals:	5.5908	1.5000	2.3076	0.0000	0.000	0.000	0.9724	0.1754	10.5462

Service Summary:

Fire and EMS - Santa Clara Rural Fire Protection District or Lane Rural Fire/Rescue depending on location in Santa Clara.

Library - No service

Parks - No service; Arrowhead Park, Awbrey Park neighborhood parks available to any resident

Planning, Building and Neighborhoods - Eugene (via agreement with Lane County)

Recreation - No service; can use Eugene or River Road Parks and Recreation District facilities at out-of-district fees

Sanitary Sewers - Metro Wastewater Management

Stormwater - Lane County, only inside road right-of-way

Transportation - most of Santa Clara area maintained by Lane County (via contract agreement with Eugene)

Water - Santa Clara Water District (via contract with EWEB)

FOUR PROFILES



Example 3 - Residence in Santa Clara outside Eugene city limits, Eugene School District (continued)



FIRE AND EMERGENCY MEDICAL SERVICES

Fire service is provided by Santa Clara Rural Fire Protection District. The district has two stations along River Road, one in the south near Belt Line Road and one further north. The District also has an automatic aid agreement with Eugene Fire and EMS. Other areas of Santa Clara outside the City are within Lane Rural Fire/Rescue. The tax rate for Lane Rural Fire/Rescue (\$2.1174) is higher than Santa Clara Rural Fire Protection District (\$1.0439). For homes in Lane Rural Fire/Rescue, this would raise the property tax rate to \$11.62/1,000 and total property taxes of \$1,743. The nearest fire station for Lane Rural Fire/Rescue is to the west of Prairie Road on Hallett Street.

LIBRARY SERVICES

Residents on Marvin Drive have no library service unless they buy a non-resident library card from Eugene (\$80/year), Springfield (\$60/year) or Junction City (\$20/year). School-age children have local school libraries and have access to Eugene library facilities, but cannot check out materials unless their family has a non-resident library card.

PARKS AND RECREATION SERVICES

Residents on Marvin Drive have no recreation services. They can use facilities at the River Road Park and Recreation District paying out-of-district fees. Residents can also participate in Eugene recreation programs at centers in Bethel, Willakenzie, and other locations. A 20% additional fee is assessed to non-resident users of City recreation programs. Park facilities in Santa Clara area include several neighborhood parks such as Awbrey Park. Eugene park system development charges and a Eugene 1998 park and open space bond measure are being used to acquire additional neighborhood parks in Santa Clara. The City is also planning to acquire a larger community park in Santa Clara in the coming year.



PLANNING AND BUILDING SERVICES

Planning

The jointly adopted an overall Metro Plan that provides general land use guidance for the entire metro area. In River Road and Santa Clara, Lane County and Eugene developed a joint neighborhood refinement plan that provides more specific policy direction in the area, but it was adopted 15 years ago and a lot has changed.



FOUR PROFILES

Example 3 - Residence in Santa Clara outside Eugene city limits, Eugene School District (continued)

Land Use and Zoning Regulations

In 1987, when the County Board of Commissioners transferred land use responsibility to Eugene under an “urban transition agreement.” They adopted the Eugene zoning and development code for all County property inside the Metro Plan urban growth boundary. Last year the Eugene City Council adopted new zoning and land use regulations. These new rules have yet to be adopted by Lane County so property outside the City is subject to a different set of zoning and development standard at the present time.

Building Permits

Since 1987, building an addition onto a home or needing an electrical or plumbing permit requires a visit to the City Permit Center. This arrangement was approved by Lane County under the “urban transition agreement” that recognized this area would eventually be part of the City and should follow the rules of the city.

Neighborhood Organization

The Santa Clara Community Organization is the local neighborhood organization in the area. This group meets each month and is sent referrals for all land use applications submitted in the area. The group receives no support or financial assistance from Lane County. Eugene contributes limited funds to the organization based on the number of addresses in the organization that are within the Eugene city limits. In fiscal year 2003 this amounted to \$3,239.

PUBLIC SAFETY

A call to 911 for police service would bring a deputy from the Lane County Sheriff Office. If the call was a high priority call such as a robbery in progress, any available public safety responder, including Eugene Police, would respond. For a low priority call such as an overnight car break-in, the call for service would go to the Sheriff’s Office non-emergency line, the dispatcher would take the caller’s name and address and a citizens report form would be sent in the mail. The Sheriff’s Office is also giving serious consideration to purchasing a telephone reporting program similar to that used by Eugene Police, where non-emergency police reports are taken by telephone.

FOUR PROFILES



Example 3 - Residence in Santa Clara outside Eugene city limits, Eugene School District *(continued)*

STORMWATER AND DRAINAGE SERVICES

Marvin Street was constructed in the 1960s and has curbs, gutters and a storm drainage system that connects to the local drainage channel system. Lane County maintains the stormwater system inside the road right-of-way. The natural drainage channel system located outside the road right-of-way receives no maintenance.

TRANSPORTATION SERVICES

Marvin is developed to near city standards with curbs and gutters. Street maintenance is done by Lane County under a joint agreement with Eugene. The agreed to maintenance includes: roadside ditch, shoulder, and surface maintenance, maintenance of traffic control devices, and snow and ice control.



WATER SERVICE

Water service is provided by the Santa Clara Water District via agreement with the Eugene Water and Electric Board. The Water District does not levy a property tax and uses water revenue to pay for all contractual services from EWEB.

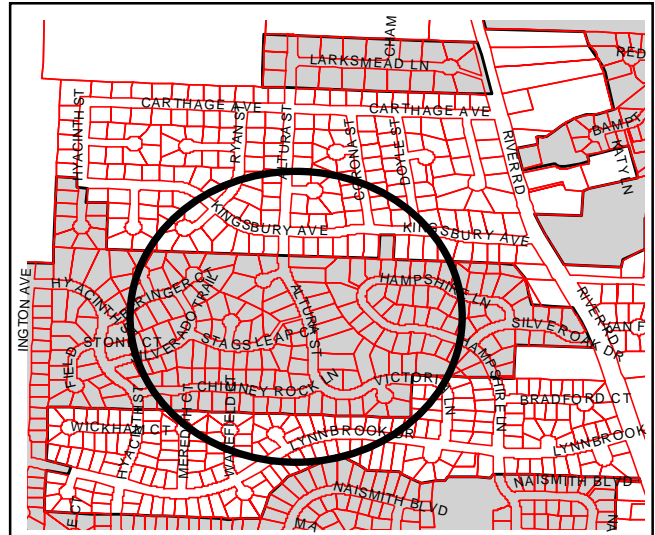
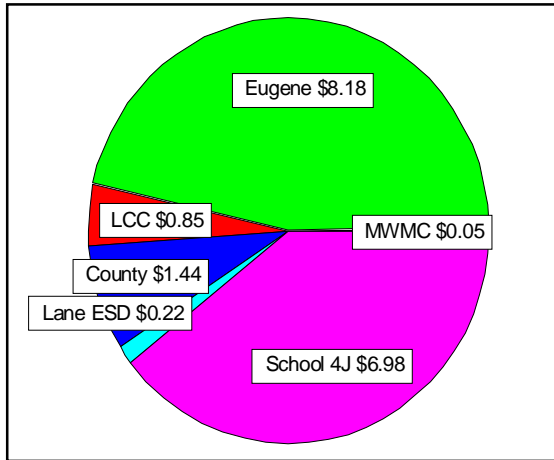


FOUR PROFILES

Example 4 - Residence in Santa Clara inside Eugene city limits

Home on Altura Street, built in 1994. Tax Rate \$17.73 per \$1,000 assessed value

Property taxes: \$2,660 (based on \$150,000 value)



TAX CODE AREA: 00400, EUGENE SCHOOL DISTRICT 4J - \$ per 1,000 Assessed Value

District Name	Education		Government				Excluded		Total
	Educ Perm Rate	Educ Local Option	Gen Gov Perm Rate	Gen Gov Local Option	Urban Renew Spec Levy	Gen Gov Gap Bond	Educ Bond	Gen Gov Bond	
Eugene School District 4J	4.7485	1.5000					0.7325		6.9810
Lane ESD	0.2232								0.2232
Lane Community College	0.6191						0.2399		0.8590
City of Eugene			7.0058	0.4856	0.1977			0.4950	8.1841
Metro Wastewater Services District								0.0462	0.0462
Lane County			1.2637					0.1754	1.4391
Totals:	5.5908	1.5000	8.2695	0.4856	0.1977	0.000	0.9724	0.7166	17.7326

Service Summary:

Fire and EMS - Eugene

Library - Eugene

Parks - Neighborhood parks: Arrowhead Park, Awbrey Park

Planning, Building and Neighborhoods - Eugene

Recreation - Eugene; nearest recreation centers at Sheldon Community Center, Petersen Barn, and Echo Hollow Pool & Fitness Center

Sanitary Sewers - Metro Wastewater Management

Stormwater - Lane County, via Intergovernmental Agreement, only inside road right-of-way

Transportation - most of Santa Clara area maintained by Lane County (via contract agreement with Eugene)

Water - Eugene Water & Electric Board

FOUR PROFILES



Example 4 - Residence in Santa Clara inside Eugene city limits (continued)

FIRE AND EMERGENCY MEDICAL SERVICES

Property inside the City receives service from Eugene Fire and EMS. The nearest fire station is the recently opened Station 11 on Santa Clara Avenue. Other stations that respond in Santa Clara include Station 2 at 2nd Avenue and Chambers Street and Station 7 in the Bethel-Danebo area. The City also has an automatic aid agreement with Santa Clara Rural Fire Protection District.

LIBRARY SERVICES

Service is provided by Eugene. The new Downtown Main Library will open in December 2002. There are also branch libraries in Bethel and Sheldon regions.

PARKS AND RECREATION SERVICES

City residents on Altura have no nearby recreational facilities. Residents can participate in Eugene recreation programs at centers in Bethel, Willakenzie, and other locations. Residents can also use facilities at the River Road Park and Recreation District paying out-of-district fees. Park facilities in Santa Clara area include several neighborhood parks. Eugene park system development charges and a Eugene 1998 park and open space bond measure are being used to acquire additional neighborhood parks in Santa Clara. The City is also planning to acquire a larger community park in Santa Clara in the coming year.

PLANNING AND BUILDING SERVICES

Planning

Eugene, Springfield, and Lane County have jointly adopted an overall Metro Plan that provides general land use guidance for the entire metro area. In River Road and Santa Clara, Lane County and Eugene developed a joint neighborhood refinement plan that provides more specific policy direction in the area, but it was adopted 15 years ago and a lot has changed.

Land Use and Zoning Regulations

Last year, the Eugene City Council adopted new zoning and land use regulations. These new rules only apply to property inside the City. Property outside the City follow the previous rules for zoning and land use.





FOUR PROFILES

Example 4 - Residence in Santa Clara inside Eugene city limits

(continued)

Building Permits

All building permits are obtained from Eugene Building and Permit Services.

Neighborhood Organization

The Santa Clara Community Organization is the local neighborhood organization in the area. Eugene contributes limited funds to the organization based on the number of addresses in the organization that are within the Eugene city limits. In fiscal year 2003, this amounted to \$3,239. Lane County provides no support to neighborhood organizations.

PUBLIC SAFETY

A call to 911 for police service would bring an officer from the Eugene Police Department. If the call was a high priority call such as a robbery in progress, any available public safety responder, including Eugene Police or Lane County Sheriff would respond. For a low priority call such as an overnight car break-in, Eugene Police use a telephone reporting program, where non-emergency police reports are taken by telephone. Eugene also has other community policing services available such as Neighborhood Watch programs.

STORMWATER AND DRAINAGE SERVICES

Altura has a piped stormwater drainage system that was built with the street and original subdivision. Drainage water is piped to the nearby natural drainage channel. Lane County maintains the drainage system inside the road right-of-way under agreement with Eugene. No maintenance occurs in the drainage channel are outside the road right-of-way



TRANSPORTATION SERVICES

Altura Street is developed to city standards with curbs, gutters, and sidewalks. Maintenance on Altura is done by Lane County under a joint agreement with Eugene. The agreed to maintenance includes: roadside ditch, shoulder, and surface maintenance, maintenance of traffic control devices, and snow and ice control.

WATER SERVICE

Eugene Water and Electric Board provides water service to properties on Altura Street.



SPECIFIC SERVICE RECOMMENDATIONS



The committees reviewed 10 service areas that included: Fire and Emergency Medical Services, Library, Parks and Open Space Acquisition, Planning, Building and Neighborhoods Public Safety/Police, Recreation, Storm Water and Drainage, Transportation and Street Maintenance, and Water. Each section below was drafted by committee members.



FIRE AND EMERGENCY SERVICES

By Jerry Finigan

How the service is delivered:

River Road Area:

Service is provided to this entire area by the City of Eugene. Residents in River Road who are within the City are provided the same service as other residents in the City. Residents of River Road who are not yet annexed are provided service by the City of Eugene through an intergovernmental agreement with the River Road Water District which include all services currently supplied to City residents. Taxes collected from non-City residents by the River Road Water District support this fire contract.

Santa Clara Area:

The majority of fire protection to Santa Clara is provided by the Santa Clara Rural Fire Protection District. A northwest portion of Santa Clara is serviced by the Lane Rural Fire/Rescue District. Since 1983, an intergovernmental agreement between the City and Santa Clara Rural Fire Protection District has provided City residents in Santa Clara protection by the Santa Clara Rural Fire Protection District. An agreement with Lane Rural Fire/Rescue similarly has provided City residents within this jurisdiction these services since 1982. Thus, district taxation directly provides fire and emergency services to residents not yet annexed, and a payment agreement between the districts and the City establishes a contract with these districts to provide the same services to residents within the district who are paying city taxes. As these agreements lapsed on June 30, 2001, they were continued for another year. In April 2002, the City of Eugene announced it intended to provide services directly to City residents in Santa Clara by building a fire station in the area.

What we have learned:

Traditionally, citizens of River Road and Santa Clara have been satisfied with the fire and emergency services provided to them. Because the City of Eugene is contracted to service River Road there is essentially no difference in services there to residents and non-residents of the City. Similarly, the residents of Santa Clara have been satisfied with the service they are provided and have taken pride in the quality institutions they have created and have demonstrated their pride with the number of volunteers that sustain these institutions. But as the number of Santa Clara residents who are now in the City surpasses 6000, and as large senior developments have been built on the southern end of Santa Clara, there is increasing concern by some that a volunteer department, as qualified as it is, cannot serve

SPECIFIC SERVICE RECOMMENDATIONS



FIRE AND EMERGENCY SERVICES

(continued)

City residents and these high-demand communities as adequately as the City. The equity issue is that City residents in Santa Clara deserve the same quality of service as any other City resident. Thus, the incremental annexation policy has eroded the viability of former intergovernmental agreements.

What works/What doesn't work:

River Road

In the River Road area, the intergovernmental agreement to contract with Eugene to provide fire and emergency services assures a seamless transition as residents are annexed into the City. But this contract depends on the continued existence and viability of the River Road Water District. Somewhere in the future this may be a tenuous vehicle to assure non-residents of continued service. For the time-being, however, it seems to be a useful and effective method to assure adequate fire protection for all.

Santa Clara

In Santa Clara, the service issue is becoming diffusive and confused as what has worked in the past has been discarded. While the decision of the City to directly provide service to its own residents can be justified on the equity issue, it puts the entire community at risk. The infusion of a third fire and emergency service provider into the area will mean residents living, for instance, next to a fire station may need to wait for service from a station several miles away. The confusion as to who is to respond may at times mean a response from two agencies, especially if the request is phoned in to the 911 center by a neighbor. The continued reduction of service area for the Santa Clara Fire Department may eventually mean the tax base and volunteer base will no longer support the viability of the agency and non-residents would be left without fire and emergency services, and no way to contract for it. The boundaries of Santa Clara Rural Fire Protection District extend somewhat beyond the urban services boundary and residents in this area, too, would be at risk. In short, the decision by the City to insert its own fire and emergency services into the area is not only a poor transition decision but promises to make the future even more untenable.

Goals and Recommendations:

A short term solution to annexing River Road and Santa Clara has occasioned the confused state the area is already in; and a short term solution to providing fire services to the annexed areas will only exacerbate the problems in the future. The issue of equity for Eugene residents in Santa Clara is truly a concern as long as these citizens continue to pay the same taxes as all other City residents. Still a longer vision is needed to assure the welfare of the entire area. Eugene has become responsible for all citizens within the urban growth boundary and it is essential that existing fire service agencies in the area continue to work together to assure not only equity but safety and efficiency in the delivery of this service.



SPECIFIC SERVICE RECOMMENDATIONS



LIBRARY

By Robert Batchelor

How the service is provided:

The unincorporated River Road and Santa Clara area is the largest populated area in Oregon without library services. This is a direct result of the fact that Lane County does not provide library service. In both River Road and Santa Clara, residents within the Eugene city limits may obtain a Eugene library card for no additional charge. They may use this at the main library as well as the two branch libraries in Bethel and Sheldon areas. Part of city residents' property taxes to the city pay for this service, though it is not a line item on their bill. Residents outside the city have no service but may purchase non-resident cards from the Eugene, Springfield, or Junction City public libraries. The cost of these is \$80, \$60, and \$20, respectively.

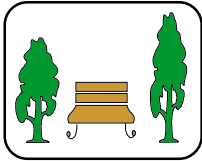
What we have learned:

The lack of library service in unincorporated River Road and Santa Clara results in a significant school-age population -over 3000 children by one estimate- that does not automatically get a library card. While some county residents do indeed purchase a non-resident Eugene library card (approximately 634), not everyone can afford one. The number of non-resident library cardholders in River Road and Santa Clara shows the depth of need for library services in these neighborhoods. The Lane Library League is a group that is concerned with library service in unincorporated Lane County. It is currently trying to increase the library service to the underserved region through a variety of methods.

Goals and Recommendations:

We think that the short and long-term goal should be to increase library service to all residents of River Road and Santa Clara. A short term method for Lane County to increase library service to residents outside the city of Eugene is through a bookmobile. Another method to increase library service to nonresidents could be subsidized library cards to students and/or low-income residents. Alternatively, recalculating the 'average resident per-household cost' could decrease the cost of a non-resident library card. This would make the non-resident card more affordable and would allow more low-income families to purchase a card.

SPECIFIC SERVICE RECOMMENDATIONS



PARKS AND OPEN SPACE ACQUISITION

By Ann Vaughn

How Service Is Provided:

The service for parks and open space acquisition is the same in both River Road and Santa Clara. With the exception of Emerald Park, which is owned by the River Road Park District, Eugene is the only agency acquiring parkland in the area. In the past, the City has acquired major parkland along the Willamette River Greenway. The City presently has two sources of funds for park acquisition. System development funds collected at the time of building permits are used to acquire neighborhood parks. In addition, a Eugene parks bond measure approved in 1998 is being used to acquire neighborhood and community park sites in the area.

What We Have Learned:

The City of Eugene is the only agency acquiring parkland in both the incorporated and unincorporated areas of River Road and Santa Clara. City residents in these areas are contributing through the bond measure to these acquisitions whereas county residents are not.

River Road residents are very supportive of the River Road Park District and very satisfied with the Emerald Park and Recreation Center. However, beyond this park, River Road and particularly Santa Clara are currently under-served by neighborhood parks. Several sites in River Road remain undeveloped and unfunded. In Santa Clara the situation is even more urgent. Awbrey Park sorely needs renovation and the other sites are either undeveloped, unfunded and/or not yet acquired.

Although other parks throughout the city are accessible to River Road/Santa Clara residents, they are not always convenient. The lack of neighborhood parks in the residential areas of River Road and especially Santa Clara negatively affect the livability and character of these neighborhoods.

Goals and Recommendations:

As the City moves forward with park acquisition and development in the River Road/Santa Clara area, three considerations should be incorporated into the process:

- 1) Political representation on the River Road Park District Board is important to residents. River Road and Santa Clara residents therefore should be represented in their respective areas as park land is acquired and developed.
- 2) Equity in taxes levied and/or fees charged should be established and maintained for city residents and non-residents.
- 3) Santa Clara needs a community center. This center would serve not only as a recreational resource for the community but could also be used as a hub for activities leading to the development of a stronger sense of community.



SPECIFIC SERVICE RECOMMENDATIONS

PARKS AND OPEN SPACE ACQUISITION

(continued)

The River Road Parks District is highly valued. At least for the short term, it is recommended that the City renew the contract with the District and explore the feasibility of annexing Santa Clara to the District.

The City has developed a vision for parks in the River Road/ Santa Clara area. It needs to move forward with the acquisition and development of those parks in a timely fashion. There is a sense of urgency especially in the Santa Clara region.



PLANNING. BUILDING AND NEIGHBORHOODS

By Mara Wile

How the service is provided:

The service area that the committee cited as most needing remediation is Planning and Development. Given the high level of development and infill over the last ten years, and lack of positive interactions with city staff, it appears to be one of the more contentious issues/service areas. Currently, all property in River Road Santa Clara receives this service from the City of Eugene (City). For property outside the City, Lane County (County) has entered into an inter-governmental agreement with the City to provide these services. The County's only involvement is to adopt (or not adopt) land use regulations developed by the City. Currently, unincorporated portions of River Road/Santa Clara are regulated under the previous Land Use Code since the Board of County Commissioners has not adopted the new code.

Neighborhood organizations in the area receive many of the same services as other neighborhood organizations that are entirely in the city limits. The biggest difference is that financial funding for neighborhood newsletters is only provided for the addresses inside the city limits. Lane County doesn't currently provide any funds or assistance to the neighborhood organizations.

Building permit services are provided by the City and are 100% fee supported (except for a small general fund allocation for overhead costs). Land Use permits are also provided solely by the City but in large part are subsidized with City dollars (estimated at 50% of costs covered by fees). However, in order to process most of these applications, annexation to the City is a requirement.

SPECIFIC SERVICE RECOMMENDATIONS



PLANNING, BUILDING AND NEIGHBORHOODS

(continued)

What We Have Learned:

The Neighborhood Refinement Plan is out of date and no longer applicable to the area. The plan was adopted in the mid 1980s and since that time, River Road/Santa Clara has become a very different place. People regard the River Road/Santa Clara areas as having unique characteristics that they'd like to preserve. The current policy to encourage smaller lot sizes is in conflict with many residents of the area who have lived here or are moving here to attain a quiet rural atmosphere. There is a need for political representation in the planning process. County residents are forwarded to the city on the majority of planning and development matters, but they cannot vote for city councilors. There is a distrust of the City to do planning for residents in the area. There are areas in River Road (south of Maxwell) as well as some in Santa Clara (southern end), that have a different feel (narrow, tree-lined streets, block lengths in excess of 1200 feet, semi-rural feel) and configurations that don't lend well to current types of development and existing city code requirements.

“The current policy to encourage smaller lot sizes is in conflict with many residents of the area who have lived here or are moving here to attain a quiet rural atmosphere.”

Neighborhood Organizations do not have the funding to keep residents informed and apprised of issues. There is great dissatisfaction with the current piecemeal planning process. There are many new 1/2 street improvements that are going in for new development adjacent to existing streets. In these cases, the half of the street on the side of the new development is improved with new curbs, paving and sidewalks. The existing street is usually an asphalt mat with no sidewalk or developed road drainage. This creates a street pattern that is out of character with the area. New city code allows for and encourages short narrow streets. There is much concern about the impacts of these new streets in terms of loss of parking, difficulty in maneuvering fire and emergency and larger vehicles as well as the change in character of existing neighborhoods due to these narrow streets.

Much of Santa Clara was developed after 1960 so street patterns and connectivity is more likely to conform to current City standards.

What works/What doesn't work:

There is consensus on the committee that there is much dissatisfaction with this service area. While it is clear that the City is the sole provider of this service, River Road/Santa Clara residents are not happy with what seems like the outside imposition of City goals and values on an area that has valued its autonomy and uniqueness. In the last ten years, River Road/Santa Clara has seen very high levels of development (16% of land use permits with the City have been attributed to River Road Santa Clara), with little to no planning and no mechanisms in place to facilitate this growth.



SPECIFIC SERVICE RECOMMENDATIONS

PLANNING, BUILDING AND NEIGHBORHOODS

(continued)

Goals and Recommendations:

Creation of a plan that includes where and how development is to occur is recommended. Perhaps develop multiple smaller plans that are more specific to needs of differently developed areas. Recognize River Road and Santa Clara for the unique areas they are and cultivate these differences with development plans that celebrate and value this uniqueness. Fully fund neighborhood organizations so that all residents are provided current information on the local issues that directly affect them.

A full review and analysis of the adopted street connectivity and standards in both the Local Street Plan and Arterial and Collector Plans. The committee would like to visit possibilities of alternative street designs in River Road Santa Clara to better meet the existing semi-rural and suburban character of development as well as provide better methods of transportation. A possible and appropriate source of funding to finance these goals is the sewer reserves fund. A special effort should be made to include all residents, both from the City and those in unincorporated properties in the planning process. The concept of a transition manager has been discussed. The transition manager would represent and coordinate changes and policy development and implementation between City, County and residents.

SPECIFIC SERVICE RECOMMENDATIONS



POLICE AND PUBLIC SAFETY SERVICES

By Charles Kittleson

How the service is provided:

Police services are delivered to River Road/Santa Clara by a combination of City of Eugene Police, the Lane County Sheriff's Office and the Oregon State Patrol (which usually services only state roads and highways). Officially, there is one patrol officer from the City assigned to River Road/Santa Clara and the Sheriff's Office uses the County Shops in the Delta Highway area from which patrols are dispatched as available. There are only a couple of Sheriff's patrols for the whole of Lane County. Accordingly, the City of Eugene police tend to take up the slack. The City's Department has been reorganized from zone patrols to citywide dispatch to make this possible. In practice, this means that any number of Eugene patrols might be dispatched to River Road/Santa Clara under certain circumstances. All of the policing agencies noted participate in a mutual aid agreement to provide service without regard to jurisdiction in emergency situations.

What We Have Learned:

"Spread thin" is the understatement of the century with respect to River Road/Santa Clara police services. There are some thirty thousand residents who make seven to eight thousand requests for service each year. The intent of the mutual aid agreement has clearly been stretched to the limit as the City of Eugene patrols pick up way more than their rightful share of service delivery in River Road and Santa Clara. The Committee thinks the City Police deserve commendation for doing a good job considering that they are working within what the Sheriff calls a dysfunctional system. In a sense, this has come to haunt them.

On a satisfaction with service scale of 1-very satisfied to 5-very dissatisfied, the Committee gave police service a rating of 3.2; and on the rating of the importance of change, an average of 2.6. Still, it should be remembered that River Road/Santa Clara has never had an urban level of police service, so expectations are low.

Importantly, the Committee recognized a tax inequity 'double whammy': County residents are reaping a windfall, and City residents are becoming reactive when they cannot get the urban level of service they pay for, e.g., good luck with help on anything like speeding, vandalism, or petty theft in a neighborhood. So we find a mixed blessing in the Eugene Police Department's sense of duty and good work.

What Works/What Doesn't Work

What works is that the Eugene Police Department has had the latitude to deal with the hodgepodge of mosaic annexation. Within the possibilities of citywide triage, they manage to 'show up' in a more or less timely fashion-resulting in moderate satisfaction with police services.



SPECIFIC SERVICE RECOMMENDATIONS

POLICE AND PUBLIC SAFETY SERVICES

(continued)

What doesn't work is that the current configuration is broadly unfair and utterly dysfunctional from a management point of view; it is unfair to the taxpayers, it is unfair to the police officers, it is unfair to those who are supposed to be responsible managers.

Goals and Recommendations:

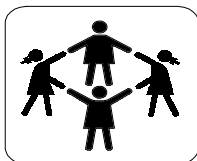
Change

The most desirable change might be to take the police agencies 'off the hook' by rethinking the unpopular practice of non-contiguous annexation by working out a simpler manner to administer a transition plan.

As it is, the policing agencies will continue to struggle with how to manage the 'mosaic' jurisdiction problem. The agencies currently have in progress yet another study for "Re-Directed Deployment" of police services. Reading the committee findings suggests that the agencies are continuing to struggle with a set of issues that remain confounding.

While general solutions such as a metropolitan police force have been aired, the Committee sees the awkward delivery of police services as one effect of non-contiguous annexation and we tend to think that problems in this service area might best be resolved by addressing the root cause.

SPECIFIC SERVICE RECOMMENDATIONS



RECREATION SERVICES

By Julie Fischer

How the Service is Provided:

Properties in River Road receive services from River Road Parks and Recreation District. City residents in River Road can use District facilities at in-district rates under an agreement between the District and City. The agreement expires in June 2003.

There are no recreation centers or services in Santa Clara. City residents in Santa Clara have access to Eugene recreation programs in other areas of the City. Starting this year, the City began charging non-city residents an additional 20% for recreation services. Most Santa Clara residents use the River Road Park facilities at non-resident rates.

For elementary and middle school children, the City and 4J schools provide free after-school recreation programs in River Road Santa Clara. The City is interested in establishing a special service district for youth that would include the 4J and Bethel school districts.

What We Have Learned:

The River Road Recreation District is a great source of community pride. District residents are very satisfied with recreation services and most recreation bond measures pass without dispute. According to River Road officials, recreation fees charged by the district are lower than fees charged by City of Eugene facilities. While City recreation programs are often subject to budget cuts (funds come from the general budget), River Road Park funding is stable and not subject to major change.

In contrast, Santa Clara residents have no local facilities or programs. Most Santa Clara residents drive to the River Road recreation center and pay out-of-district fees. The difference between in-district and out-of-district is not significant. The larger problem is easy access to the facilities. Traffic at River Road and Belt Line has significantly increased the commute time from Santa Clara to River Road Park.

Goals and Recommendations:

The River Road Park District is an essential element of community cohesion, education and pride. The City and the district should work toward a renewed contract that ensures the long-term stability of the district.



SPECIFIC SERVICE RECOMMENDATIONS

RECREATION SERVICES

(continued)

A major asset of the River Road Park district is its relatively high tax rate: River Road residents pay the District \$3.53 per \$1,000, while City residents only contribute \$.80 per \$1,000 for recreation. If Santa Clara were to join the River Road Park District, the added revenue would greatly improve recreation in the area. By the same principle, if the River Road Recreation District expanded to include the City of Eugene, it would greatly improve recreation in both Santa Clara and the City. Of course, then the Park board would be composed of representatives from the region and River Road would lose local control.

In sum, the most critical recreation need in the area is a community center for Santa Clara, and the City and residents need to work together to toward that important goal.

SPECIFIC SERVICE RECOMMENDATIONS



STORM SEWER

By Arlo Fertig

How the service is provided:

Maintenance of storm sewers in the River Road Santa Clara area is provided by both the City of Eugene and Lane County. Residents east of River Road and south of Belt Line and south of Maxwell Road are serviced by the City of Eugene. Residents west of River Road and north of Maxwell Road to Belt Line are serviced by Lane County. The River Road Water District also owns some drainage ditches in the River Road area and maintains them on request.

Residents north of Belt Line on both sides of River Road are serviced by Lane County. This is done through an intergovernmental agreement between the City of Eugene and Lane County. These same services are provided to all respective areas whether you live in the city or live in the county.

What We Have Learned:

The residents of both River Road and Santa Clara would like a scheduled leaf pick-up by Lane County Public Works. Currently, Lane County provides leaf pick-up, but in an unscheduled manner. The City of Eugene already has a schedule in place for the areas they serve in the River Road area.

The City of Eugene collects a stormwater systems development charge from new development and assesses a monthly stormwater user fee from residents inside the City. In spite of this, very little maintenance is done. Also, there is widespread filling and dumping in many ditches and channels.

Lane County only maintains its waterways in the right-of-way areas, due to funding limitations of the County Road Fund. The flow line or slope of many channels is such that drainage is restricted or can settle and create local flooding. Lane County will be required to meet the National Pollution Discharge Elimination System requirements, Phase II in 2003. This will place added requirements for planning and implementation of storm water and drainage requirements in the area. There is no funding at present for these requirements.

What Works/What Doesn't Work:

The City of Eugene's scheduled leaf pick-up works extremely well. Lane County's random leaf pick-up doesn't appeal to the River Road/Santa Clara residents.

Who to call regarding storm sewer/stormwater problems seems to be a problem for many residents in the River Road/Santa Clara area. Proper drainage of water during a bad rain storm irritates many residents. There needs to be better communication between Lane County and the City of Eugene regarding stormwater issues.



SPECIFIC SERVICE RECOMMENDATIONS

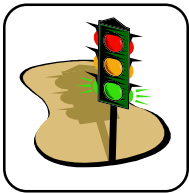
STORM SEWER

(continued)

The City of Eugene needs to make contractors accountable for their impact on the various drainage waterways. When the City of Eugene allows a new development, it needs to take into consideration the impact on the drainage system.

Goals and Recommendations

- Lane County should institute a regular scheduled leaf pick-up coordinated with the Eugene schedule.
- Eugene and Lane County need to develop consistent plans, regulations, and practices and work together to address storm water and drainage issues.
- Both agencies need to ensure new development provides adequate drainage and minimizes impacts on the drainage systems.
- There needs to be a coordinated enforcement and follow-up on illegal dumping and filling of the natural drainage channels and ditches.



TRANSPORTATION AND STREET MAINTENANCE

By Susan Miller

How the Service is Provided:

Street maintenance within the River Road and Santa Clara area is coordinated through an intergovernmental agreement (IGA) between the City of Eugene's Public Works Maintenance Division and Lane County's Public Works Engineering Division. The 1999 street maintenance IGA developed clear borders for each agency: the County maintains all streets north of Belt Line and the areas west of River Road and south of Belt Line. The City maintains those streets south of Belt Line and east of River Road. The exception is that the City maintains the roadway surface, signs, striping and traffic signals on River Road itself from the Chambers overpass to Irving Rd. In this agreement, the City maintains 21.35 miles of County roads and the County maintains 18.96 miles of City roads.

Annexed areas in River Road and Santa Clara are maintained according to urban standards regardless of whether services are provided by the City or County. The County/City Road Partnership Program Agreement, adopted in 1997, provides for the transfer of County roads to Eugene or Springfield when areas are annexed. In at least one instance (Greenwood Street off Scenic) this has led to a gravel street paved, curbed and guttered on the half of the street nearest the annexed property, leaving the other half graveled. The City's priority for maintenance is focused on streets with curbs and gutters, minimal maintenance on asphalt streets without curbs and gutters, and zero maintenance on gravel streets. The City does minimal maintenance on streets not up to City standards. Routine maintenance includes potholes, etc. but not overlay or sealing programs.

SPECIFIC SERVICE RECOMMENDATIONS



TRANSPORTATION AND STREET MAINTENANCE

(continued)

Lane County provides street lighting in arterial and collector capital improvement projects provided that another public entity agrees to own, maintain and operate the lights after installation by the County. The River Road and Santa Clara water districts provide street lighting within their service boundaries. EWEB provides for the maintenance, repair, installation, removal and relocation of streetlights through a contract with the River Road and Santa Clara water districts.

What We Have Learned:

The River Road/Santa Clara Urban Facilities Plan of 1987 identified 19 short- to medium- to long-range projects included in TransPlan. Many of the short-term projects have been completed including the Chambers Connector and widening River Road from Federal to Irvington. Most of the medium and long-range projects have not been completed. That includes widening Belt Line from River Road to Delta Hwy. Some projects, such as the Valley River Bridge have been removed from TransPlan.

At the present time (July 2002), River Road from Maxwell to Azalea is being resurfaced and Prairie Road from Carol to Irvington is being widened to a 3-lane urban facility (includes curbs, gutters, sidewalks and bike paths). As part of the River Road resurfacing project, minor changes will be made to the median island and lane configurations near the Belt Line interchange to improve safety for motorists and bicyclists.

With the recent decision by Lane County Commissioners not to allow the sand and gravel development by Eugene Sand & Gravel north of Santa Clara, the potential increase in traffic by trucks on River Road, Beacon, Prairie, Northwest Expressway and Belt Line has been alleviated.

Arterials and Collectors: Arterial streets primarily function to serve a high degree of vehicular mobility. Collector streets, found in residential, commercial and industrial areas, move traffic from the interior of the area to the closest arterial street. Concern was expressed about collectors such as Horn, Howard and Park being upgraded without making major character changes. These streets were not listed in the TransPlan Road Projects. Background materials presented to the committee indicated several potential street examples with the notation that, "There is flexibility as the specific design of a street is planned in conjunction with the affected neighbors."

Goals and Recommendations

The free flow of traffic on River Road between Maxwell and River Loop 1, particularly during the morning and evening commute hours, is paramount. This is important because River Road, the major arterial for River Road/Santa Clara local traffic, is also a route for those commuting to and from work, and to the fruit and vegetable farms along River Road.



SPECIFIC SERVICE RECOMMENDATIONS

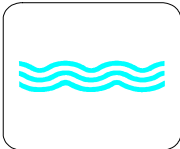
TRANSPORTATION AND STREET MAINTENANCE

(continued)

The interchange at River Road and Belt Line with stoplights at each block is a hurdle in the flow of traffic through the area. Hopefully, the modifications now underway in the River Road resurfacing project will alleviate some of the congestion and the improvements to Belt Line in TransPlan will further improve traffic flow.

The long, narrow streets, many of them dead ends, do not lend themselves to street connectivity standards. Current ordinances do not fit the River Road Santa Clara area. New standards for this area should be considered.

Per background information given the committee, “With respect to street maintenance, service delivery boundaries and coordination between the City and County are working well.” But, “There may be funding issues in the future, as the City increasingly takes on responsibility for the rest of the Santa Clara/River Road area.” As we heard from community and committee members, preserving the character of the River Road Santa Clara area is foremost. We encourage the City and County to continue their dialogues with the community when planning for future road projects.



WATER SERVICES

By Emily Mackenzie

How the service is provided:

River Road Water District and Santa Clara Water District contract with EWEB through their IGAs to provide services for residents outside of the city within the Urban Growth Boundary.

Both districts purchase surplus water from EWEB at wholesale rates. Any annexed properties in the water districts receive service directly from EWEB and are withdrawn from the districts.

What We Have Learned:

Residents in the River Road/Santa Clara area are generally happy with EWEB’s provision and if the water districts were to dissolve, there would be essentially no change in the services. The water districts are essentially an extra layer of government in providing water services to area residents, but they provide local control and elected representation. However, dissolution of the River Road Water District would require another step to provide fire protection.

SPECIFIC SERVICE RECOMMENDATIONS



WATER SERVICES

(continued)

The main concern for residents is about overlapping services. Another is the question of fair representation in the any future governmental decisions that would affect local control and issues of taxation.

What Works/What Doesn't Work:

The retail revenue received by the water districts is sufficient only for maintenance of their systems but not for major new endeavors such as the new pipes needed on Irvington. Systems upgrading are becoming necessary with the rapid growth in the River Road Santa Clara area specifically for fire flow volume in the smaller and older water mains south of Belt Line, but the money isn't there. Both the water districts are reluctant to invest in their existing systems or in relocating existing water mains due to road improvements. Non-contiguous annexation makes enforcement of the IGA's between EWEB and the water districts difficult. Ownership and responsibility for water mains can get complicated when property is annexed and can result in having to refer to state laws. Most citizens are unaware of the water districts' role in providing the street lighting in non-annexed areas. The lack of lighting on the smaller streets in Santa Clara is also a concern.

Goals and Recommendations:

Members of the committee indicated satisfaction with the status quo but some felt that planning an overall strategy for the dissolution and/or annexation of the water districts should be initiated. The strategy should preserve the ability for district residents to vote for an elected representative in whichever organization provides water service to them. The planning would also need to address future fire protection transition in the River Road area.

This process needs to provide area residents a voice and fair representation of citizens' wishes. Coordinated management structures by the city and efficient policies to accommodate the River Road Santa Clara transitions are absolutely imperative.

The city needs to provide much better oversight for preventing public confusion and frustration of River Road Santa Clara residents in all dealings with city government including water services.

A higher priority is essential in the city's attention and resources in its long range planning for future support and funding of this high growth area of the Urban Growth Boundary.



COMMITTEE STATEMENTS



Each member of the River Road Santa Clara Urban Services Committees was given the opportunity to write a personal statement. The statement could cover any topic related to the work of the committee or the members personal recommendations or experiences. It was thought this would give the “personal side” in addition to the committee report and recommendations.

Jay Bozievich

It is really a pocketbook issue with an underlying issue of representation.

As I have attended all the meetings and discussion of provision of “urban” services for the River Road and Santa Clara areas, I continually return to one base aspect on the controversy that surrounds “urban” services. Money. Either the citizens are unhappy because they are not receiving the level of service they feel they are paying for, or citizens do not wish to have the service because it costs more than they wish to pay for it. Whether it is the City resident in Santa Clara who feels he is not getting sufficient police coverage or the County resident in River Road who does not want library service at the cost of either annexation or a non-resident library card.

There is also a prevailing sentiment among County residents that the benefit of increased “urban” services they would receive upon annexation would not equal the additional tax burden they would be assessed. They also question some of the “urban” services provided and the necessity of them. There is a fear among County residents that the City will force them to annex without benefit of meaningful representation in the process.

I have two strong recommendations to City of Eugene that will ensure a smooth transition of the provision of “urban” services in the River Road and Santa Clara areas. First, make the provision of services by the City more efficient and effective. Demonstrate that efficiency and effectiveness through a simple-to-understand and transparent accounting of the City budget. If residents believe they are getting a value for the additional tax burden, it removes the financial disincentive of being annexed. In fact, it may even generate voluntary annexations if the services provided were considered a bargain.

Second, provide the non-city residents a meaningful voice in any annexation agreement negotiations or annexation vote by interpreting ORS 195 to mean separate majorities from both city residents and the non-residents in order to approve annexation. Do not use the island annexation process that does not require a vote of the non-residents being annexed. The double majority would ensure that any annexation process would protect the existing residents of the City from subsidizing the newly annexed area by giving them the power to vote against the annexation and it would give the non-residents being annexed the ability to negotiate the best terms of annexation or they can vote against the annexation.

All citizens want to know that they are receiving value for the taxes they pay and all citizens want meaningful representation in government processes. This applies to the City resident in Santa Clara concerned about adequate law enforcement or the River Road non-resident concerned about being forced into annexation.

COMMITTEE STATEMENTS



Arlo Fertig

This committee will give the elected officials a proposal from the River Road/Santa Clara group. I hope they will use this information to make progress out in this area as per the proposal. Hopefully they will listen to what the overall proposal has to say. I hope they will act on the proposal for future decision making in this area. Please (elected officials), listen closely to what the group has to say. Also, when they make decisions for the future, think of the long term effect to the area. Think of what the impact might be to the adjoining property owners in this area. Many of them have lived in this area for many years. Please don't go by your (elected officials) own thoughts for the area that you represent. Remember you are elected officials and might be here after the next election.

Julie Fischer

My husband and I bought our first home in River Road in 1990. We thought of it as our "starter home" and figured we'd move in five years or so. Much to our realtor's dismay, we haven't moved an inch. I love tending my big garden, teaching my kids to rollerblade the quiet streets, and biking to the park and pool just two blocks from my house. My neighborhood has changed in the twelve years I have lived here: more young families, more traffic, more housing . . . I wonder what will it look like in twenty years.

I consider myself a Eugenean and I care about the future of downtown, the courthouse, and the hospital. I look forward to some day casting my vote for City Council. I realize that many residents do not feel this way - perhaps I am a bit warped by graduate training in urban and regional planning. I am concerned because the only organized political voice in River Road/Santa Clara is a vocal minority of residents who are unwilling to fund essential public services such as libraries and parks. Residents must come together to create a new vision for River Road Santa Clara based on positive, forward-looking ideas. The first step is to formulate a plan representing the diversity of our community, and the second step is to advocate for our plan in Eugene City government. Political representation is the key to change.

I do have reservations about Eugene City government, particularly in relation to planning and development issues. A common outcry by area residents is: "We don't like the City, and we don't want to look like Bethel-Danebo." I am dismayed by the strip commercial development, uninspired housing complexes, and lack of pedestrian access in Bethel. Can I trust the City to take a different path with River Road/Santa Clara?



COMMITTEE STATEMENTS

I hope that River Road/Santa Clara residents and City of Eugene can work together to:

- Recognize and preserve the qualities of River Road Santa Clara that make it a healthy, cohesive community. The City should respect neighborhood character by increasing minimum lot size, preserving dead-end streets, and providing more flexibility in street design.
- Treat River Road/Santa Clara with the same respect as other neighborhoods in Eugene. The City creates a double standard when they punch through dead-ends in established River Road neighborhoods but allow endlessly winding streets in Spring Boulevard.
- Build trust in River Road/Santa Clara by enhancing communication, representing the views of River Road/Santa Clara residents in City government, and improving services for City residents in River Road and Santa Clara .
- Have patience and hope that the tide will turn. When the City began piecemeal annexation, it had to provide services to City residents. County residents indirectly benefit from those services and are not inclined to join the City. It may take time for county residents to feel like it is worth their tax dollars to join the city.

The City also has the difficult job of deciding whether it wants the responsibility of River Road/Santa Clara. When will there be funding for a branch library? Neighborhood parks? A community center? I look forward to continuing a dialogue with the City about the future of my neighborhood. One thing is for sure: it won't be boring.

Mike Gerot

My experience on this committee has reaffirmed my feeling that our respective communities (River Road and Santa Clara) retain a strong and independent sense of community, and a healthy concern for our future. Over the years, we have done what was required to succeed and to meet the needs of our respective citizens (i.e. Santa Clara Volunteer Fire Department, River Road Park District, water districts, and so on). This self-reliant attitude has fostered a strong sense of independence which is pervasive in area attitudes today.

This having been said, we must also recognize the awkward and confusing combination of services and jurisdictions that have evolved in our neighborhoods. It would appear at first observation that inclusion of the River Road and Santa Clara territories into the City of Eugene makes sense in terms of cleaning up many of the existing redundancies. One would guess that greater efficiency could be the result.

However, in my mind it appears that there are perhaps three major obstacles that need to be addressed first if we are to reach any meaningful consensus. (1) An existing contentious relationship between

COMMITTEE STATEMENTS



River Road Santa Clara and the City of Eugene aggravated by the sewer project (which many feel was forced onto them), the abdication of building permitting by the County to the City and the resultant policy to require annexation to allow development. This adversarial relationship must be addressed. (2) A fear of losing grass roots control of our destiny in our communities that is currently held. (There is a frequent comparison of our situation to that of the Bethel community that was annexed with very little representation or apparent concern). (3) The third obstacle is the concern of additional costs that would result from annexation. (A frequent comment is that the only real gain would be a library card.)

This committee, and the collaboration between the City of Eugene and the County has been a good and necessary first step. The concerns that are outlined in the reports are, I would guess, no different in principle that any community feels strongly about. It is my feeling that we need to continue to identify shortcomings and continue to pursue collaborative solutions through a joint County, City and River Road Santa Clara relationship.

Thank you for the opportunity to participate in the process. I would also like to thank Jim Croteau and Jim Carlson for their commitment to the success of the committee and the agencies that provided the extensive background information, that is included in this report. It is my hope that this report will be a beginning toward a long range plan for our communities.

Marie Gray

My most interesting experience will be reading the final staff reports on how successful the River Road Santa Clara Urban Services Study Committee results will be reported and interpreted on Urban Services Transition Process (LCDC goal 14) as the first step to moving the Urban Growth Boundary (annexation).

Jim Croteau, staff expert on River Road Santa Clara Urban Services this year organized the new interesting marketing process of annexation and exercise after exercise has the wrong results for annexation. Because: variance results from all pre-designed questionnaire completed by 16 committee members and not one majority vote yes on annexation questions.

Because: The results from public input sessions on May 16 and 18th surveys staff didn't think it was worth discussing or any tabulations on the eleven listed urban services; however the public response of 41 county residents and one from city answered "overwhelming" very or satisfied with the services in River Road/Santa Clara .

Because: Staff organized subcommittees which created extension of weeks beyond the original time allotted for this study the members wrote their personal dreams and wishes within themes and goals, and some embraced employer's opinions. I believe this whole process is an exercise in futility until a public vote on annexation.



COMMITTEE STATEMENTS

To local officials:

- 1) Independent agency to analyze a cost fee's benefit analysis study for our River Road/Santa Clara special districts' urban services versus City's.
- 2) March 15, 2000 Eugene City council work session: River Road/Santa Clara Issues: (services)(ref. March 6, 2000 Memo from Jim Carlson to City council) March 14 2000 River Road community organization requested as complete and accurate accounting on the origin and disposition of all monies related to annexed properties - 1, 156 homes in River Road and 1, 954 homes in Santa Clara. We only received the usual thank you letter; therefore requesting this information again for total annexations as of today. Very interested in cost versus service received.
- 3) Legal contract with city for phase-in services and pay rate for 10,15, 20-year period of time such as 24-hour community police service for River Road/Santa Clara . If this isn't activated within the required time, all contracts written will be null and void. This is not only for police but every service initiated.
- 4) Maybe 10 or 20 years from redistricting all original River Road/Santa Clara area for our own city councilor. We could truly have representation. We should be in one ward with one councilor.

Charles Kittleson

Some Personal Reflections on the Outlook for Services in River Road/Santa Clara

For two years, our committee has presumed a stable trend from which to make any improvements in the service model for River Road/Santa Clara . Recently, however, the financial markets have been forecasting a major 'double dip' recession likely to contract the tax base in a big way. The cause of the recession is way too easy credit which has built up a mountain of debt - more than \$30 trillion in a \$10 trillion economy; and we now seem to be in the saturation stage in consumer, corporate, mortgage, and foreign trade debt. Signs of the recession are collapsing financial markets, a falling dollar, the failure of low interest cost to fire up the economy, the rolling over of the construction index, etc.

This cloud is causing me to have second thoughts about the prospects for the service profile in River Road/Santa Clara , and for that matter, city wide.

Fortunately, history provides some benchmarks of what to expect when an economic crunch unfolds. We can gauge the recession from the magnitude of declines in the financial markets; and, historically, real estate - the tax base - has tanked about a year after the 'capitulation' phase of a bust in the financial markets (which we have not seen as of 8/05/02). So there will be a grace period to prepare local government for lower cost service delivery. I would hope to see this period as an opportunity to innovate rather than a chance to find a hidey-hole.

COMMITTEE STATEMENTS



Innovation doesn't happen easily under duress, but if it does, the outcome can be spectacular. The reigning example seems to be Curitiba, Brazil - said to have surpassed Paris as that city in the world residents are most reluctant to leave. Faced with extremely daunting circumstances, the leadership of the Curitiba city government waded in among the people, developed methods to systematically prioritize their service needs, and used the people's input to come up with innovative low cost ways to deliver needed services. Presumably, Curitiba's approach could be adapted anywhere.

So, to me, innovation here would call for investing in the corporate culture of our local government, rather than freaking over the operating budget. In a challenging time, hope and confidence and good options are relatively far more critical than squeezing every marginal dollar. We will need fresh vision, new practices, and better public processes. So, perhaps, send the mayor to MIT for the innovation short course; send the city manager to check out Curitiba; bring in the mediation pros from the law school to mitigate posturing in public processes-solidarity may be a sine qua non.

Whatever: Underwriting exploration will bring in the new ideas we will need; hoarding, standing pat or playing possum will not.

River Road/Santa Clara seems to us where innovation is most needed as we have been 'out of sight, out of mind' for a long time. Again, our notion of the simplest solution is to hire a (heroic?) general manager for the River Road Santa Clara transition: To straighten out the immediate problems, to develop a new path that has mainstream endorsement, and to make the transition work for the majority.

V. Margaret McKenney

Continuing the Quest

By V. Margaret McKenney, resident of Santa Clara 30 years; work at River Road Park 15 years; went to school in combination River Road/Santa Clara for 12 years.

As the end approaches, for what seemed at times a rather formidable task of analyzing nine specific urban services, as provided to us River Road/Santa Clara residents, I am amazed at the different transitions that have occurred, in both myself and the committee. Keeping it short, what started as a group of individuals, with individual agendas and reasons for joining this committee, has now shaped to be a blended group with one common goal: to accept what has been happening in terms of providing these urban services, as well as address a controversial issue, namely annexation, and to accept that we are all part of the annexation process, whether we realize it or not.

Put another way, I have learned that annexation isn't necessarily a bad thing, while staying status quo may not be the right answer either - I have discovered it's been the actual annexation/transition process involving both city planners and River Road/Santa Clara residents, that's been a bumpy ride.



COMMITTEE STATEMENTS

So the question is, now that we know where we have been, and understand where we need to be going, how do we get there?

I would like to think, that somehow we can get more “current” residents involved in looking at how their urban services are working or not working, without having these residents simply resort to saying “leave us alone” or “fight annexation.” Maybe we can get the City of Eugene to “co-host” additional informational meetings or open-house workshops, with the River Road and/or Santa Clara Neighborhood Organizations. At the same time, I would like to continue the relationship we have now established with City of Eugene staff, whether it’s as individuals or a task force committee, so as to get some kind of representation and/or a say in area planning. Speaking selfishly for myself, I would like this to happen, as more of us plan on putting roots down in this area and “staying put” as it were.

In addition, I would like to think that by continuing to “work together”, i.e. City of Eugene staff and River Road/Santa Clara residents, we will also clean up other important “service areas”, namely the issues of trust and communication. It is namely the mess of these past “service areas”, that seems to be making it harder for everyone involved, especially the “newer residents” of the River Road/Santa Clara area, as we try and fix current concerns and/or problems with providing of urban services.

In closing, I would like to refer to the spirit of this Olympic year 2002: with the work we have done as a group on this task force, I hope we can continue carrying the torch, as it were, of what we seemed to have lighted after gathering over the past 18 months. I would like to think we can continue the quest of making progress in the providing of urban services as smoothly as possible for everyone, regardless of past, current or future history.

Emily Mackenzie

My experience on the River Road/Santa Clara Urban Services Study committee has been my first in the local political arena. I volunteered because of having recently moved into the River Road area after being away from Eugene, my hometown, for five years. I had never lived in the River Road community before and I learned right away how complicated the situation was the first time I called for police assistance. My new house has been annexed into the city but most of my neighbors are not in the city. In the last 18 months of attending these committee meetings, I have learned much fascinating history about this part of Eugene. I have enjoyed meeting the members who represent many different views and situations.

The most striking realization for me is how vastly ignorant the average citizen is about the governmental agencies and the processes for oversight of development in River Road and Santa Clara. I recognize that truth about myself first of all and I admire the committee members who have taken it upon themselves to

COMMITTEE STATEMENTS



really delve into the details of the city and county responsibilities. I have a new respect for those city and county officials who are willing to take a surprising amount of verbal accusation and even abuse while continuing to apply their skills to the challenges of governing, not the least of which is hours and hours of their after-dinner time to long and even boring meetings. Not once have I witnessed impatience or inappropriate retorts to some of the belligerence displayed by some citizens who sit in on the meetings. The attempt to garner input from the public at two gatherings at North Eugene High School was particularly difficult for me personally because of the wrong ideas so many have about what we have been trying to accomplish. I felt demeaned by the attitudes aimed at us on the committee meetings by just about everyone who spoke at the open mike time. I was very surprised by the acrimony and by the utterly erroneous ideas most speakers had. I have come away with personal enlightenment about all this, that's for certain.

If I could persuade the city and/or county to invest in any one tool for improving the atmosphere of the public meetings, I would urge hiring of professional mediators to facilitate the human communication difficulties I witnessed. Of course, most of the problems which we were looking at almost always came down to lack of funds so that might not be an option, but perhaps some professional teachers, clerics and psychologists might be able and willing to donate some of their expertise to this pervading problem. From my limited perspective, I do not see how much progress is possible without plain and simple better communication with citizens who come outswinging in public meetings. The other challenge, related to communication, is how in the world to educate a distracted and apathetic citizenry. I'm sure these observations are not at all new to those involved in the local political scene, but I hope my input might be a catalyst to some discussion about addressing and resolving this tremendous detriment to progress in our community.

Mara Wile

Nothing good has come or can come from island annexation. It has created an ugly patchwork of service providers or lack of providers and a host of other really bad ingredients for a community's health and longevity. Under this system, we are devoid of political representation and our quality of life is at stake.

I truly appreciate the gesture in creating and staffing this committee as well as the idea to have those community members that are directly affected participate in a solution to island annexation and service delivery problems that stem from multiple service providers. However, residents didn't ask to be in the position they are in now and options are limited given current state laws and Metroplan rules and regulations. The situation we now face is a political blunder stemming from some bad policy decisions and complicated land use laws. We can only rectify the past with a pro-active political approach utilizing sound and informed decision-making and then swift and deliberate action.



COMMITTEE STATEMENTS

I implore both City and County officials to put an end to island annexation as soon as possible. The County has clearly stated time and time again it has no money, time or interest in providing services to River Road. Years ago, the City blocked the forming of the City of Santa Clara. Hence, the City of Eugene is the natural provider of services to River Road. But, is the City willing to do the work necessary to that end?

If the City of Eugene does in fact want to annex all of River Road, there are two different ways to accomplish that end. The first is to do so without a vote or consent of the population. Should the City choose that route, all that is needed is for the City to take over a small chunk of Belt Line and the City would surround all of River Road, thus giving the City the ability to annex all property south of Belt Line. On the other hand, if the City of Eugene feels that annexation is the proper route to pursue but only on a voluntary basis, then it needs to be put to a vote. However, I ask that if it's put to a vote and the vote fails, you allow River Road to find its own way and cut it loose. In short, my personal opinion is that if you want River Road, take it. If you want it to be voluntary, and it isn't, don't keep taking it.

Lastly, I want to commend and thank Jim Croteau for doing an excellent job in assisting this committee as well as his ability to act in an impartial manner. And, I have been completely impressed by both City and County staff who run and maintain all of our service districts. Their commitment to providing seamless and exemplary services under very complicated and convoluted circumstances is quite impressive.

Haven Amacher

I live in an older house next to a new housing development. That's why I applied to be on the committee. I could see the differences in service and wanted to help develop a more comprehensive plan for the area. I feel that the most important thing for elected officials to do is develop a block annexation plan. No more piecemeal deals. It would be easier to develop services if there wasn't so many little pockets/ patches within the urban growth boundary. My feeling is that the "fight annexation" group is diluted. It's not a matter of if the city will annex but when the city will annex. Maybe if they see it in those terms they would be more willing to sit down and think about how they would like their service to be delivered. I for one would like to see Santa Clara/River Road have service aligned with those of the City of Eugene for consistency.

COMMITTEE STATEMENTS



Robert Batchelor

Since I joined the committee last year, I have learned a substantial amount about how the different service areas are provided in River Road and Santa Clara. The take-home message I have extracted from these meetings and discussions is that there “needs to be a plan.”

Currently, many of the service areas are a patchwork of two or three agencies providing necessary service. While most of the services are provided satisfactorily at the moment, as the population increases the system will begin to break down because there is no active plan. A case in point is fire service in Santa Clara; the committee learned that as the population has increased, especially near Belt Line, it has stretched the volunteer Santa Clara Fire Department.

I firmly believe that inevitably all of River Road and Santa Clara will be incorporated into the City of Eugene. The main questions are ‘how’ and ‘when.’ I’ll leave the question of ‘when’ to others, though I suggest any significant annexation occur in or before a year ending in ‘9’, so when ward boundaries are redrawn following the United States Census, the new in-city population is reflected accordingly.

So, that leaves us with ‘how.’ There is a vocal minority in River Road and Santa Clara that adamantly opposes annexation. However, I believe the rest of the residents are either ambivalent or would encourage annexation. The key is to annex in such a way to not permanently alienate these latter two groups. An actively managed transition plan should take these groups opinions into account. I recommend a poll of residents to determine the current status of the River Road and Santa Clara residents’ attitudes towards annexation. Many of those opposed to annexation are still angry at the City of Eugene about the sewer installation in River Road and Santa Clara in the 1980s. One way to diffuse this anger could be to permit a discount of the city taxes based on their sewer assessment. In other words, if the homeowner paid \$10,000 in sewer assessment fees, they would be exempt for that much in city taxes over a period of time. Also, I would suggest a stepped increase in taxes over a period of seven to fifteen years, in order to lessen the increased tax burden on fixed-income residents. Finally, I recommend against annexation by executive fiat. This would anger many annexed residents for years to come. A much better alternative is a vote by city and to-be-annexed residents. I suggest that various inducements be offered such as: a branch library, increased park and recreation service to Santa Clara, and zoning changes to allow preservation of neighborhood character.

In the end, annexation is some years in the future. How do we get from here to there? Others have recommended, and I second, a ‘Transition Manager.’ This individual would be a City of Eugene employee who would act as an ombudsman for service issues and problems in the River Road and Santa Clara neighborhoods, as well as actively manage the various service agencies towards the long-term goal of annexation by the City of Eugene. The current ad hoc methods are working, barely. The Transition Manager would smoothly coordinate the transition plan of a patchwork of city and county to the final goal of annexation.



COMMITTEE STATEMENTS

Jerry Finigan

When I volunteered for the Santa Clara/River Road Urban Services Committee I was puzzled about the role and purpose of the group. I knew the problems spawned by the policy of noncontiguous annexation were very complicated and defied simple solutions. No committee, no matter how informed or creative, would be able to solve these problems by recommending reorganization of services or a shift in policy. As annexation has created a population deserving of City services there is no going back to the way it was 15 years ago. As a vocal reactionary group berated our committee for selling out to the City, I even had fears this myopic fringe might have it right - that our committee was formed as a ploy to subvert the self-determination of Santa Clara and River Road and set up a vehicle to expedite an annexation plan. (This wouldn't be the first time such a strategy was attempted.) By and large I was able to repress this paranoia as our work proceeded and it became clear our final report would truly be our own, without a spin on it that would facilitate early annexation. I give much credit for this to our staff facilitator, Jim Croteau. His unbiased suggestions and respect for all of our opinions encouraged trust and helped us move forward in a purposeful way to overcome some of the early concerns that our task was too formidable to make any headway.

As each service area was presented it was enlightening to some of our members who are just beginning to understand the absurdities of our service delivery; and a useful reminder to many of us who have for years been involved in our community. I was especially pleased, as a member of the Santa Clara Community Organization, to have several members in our group who live in Santa Clara and are incorporated. Their voices have not been heard before this time as they are new to the community. Our neighborhood group has struggled to reach this population but have not been successful up to this point. I'm happy that the final report of the Urban Services Study reflects not only the traditional views in Santa Clara when it comes to the City, but also the views of this new population.

As we strove for solutions to the entanglements among our myriad of service providers it became apparent that the long term solution is inevitably annexation as the political position of Santa Clara and River Road presupposes this. It was the short term solutions that baffled us (or what we called the "transition phase"). As we early suspected, we could not agree on recommendations for this transition outside of the suggestion that strong resistance to the City would continue unless citizens of this area have a voice in their own destiny. This committee was a good beginning toward that end. We recognized that the City of Eugene will ultimately be the logical provider of services to this area, but only if this dialogue continues will this end finally be achieved amicably.

COMMITTEE STATEMENTS



Susan G. Miller

I appreciate the opportunity to participate in the work of this committee over the past 21 months. While I have lived in Eugene since 1964 and in Santa Clara specifically for 28 years, I found I really didn't understand how all the services we receive are provided and the background of how and why. During this process I have become more knowledgeable and understand the intricacies of providing service to the residents of River Road and Santa Clara. My only regret is that what sticks out in my mind is the vast input from City employees during our meetings and very little from the County.

What I now realize is that there are examples of services that work for both areas, services that work for one area, i.e., River Road Park District, and some that are lacking in both areas, i.e., library services. There is a complex web of agreements holding services together.

Committee members have heard me say that "if I wanted to live in the City of Eugene, I would have moved there." During these many months I have found no all encompassing reason for annexing the area tomorrow. I would like the City Council and County Commissioners to look at the report our committee has written and any recommendations made therein, then have a frank discussion about what each entity is capable and willing to do to provide services to City and County residents. Thank you.

Debbie Roberts

When the River Road / Santa Clara Advisory Committee was formed, I signed up to be a member in the hopes that I could help to make a difference to our community and possibly help to have a small part in keeping our community a peaceful place to live. Growing up in the San Fernando Valley (the suburb of Los Angeles), I saw a farm area which mainly consisted of a small housing area and orange groves, grow into a fast-paced metropolis. My wish is to ask the City of Eugene to realize what is happening to our area of Santa Clara and River Road. I hope that they will take a long look at the lack of cohesion that has occurred because of many hasty decisions. This area needs a sense of pride and commitment to our community.

The Santa Clara and River Road residents were told to put in sewers. These residents were not allowed to have a say on the ballot which proposed sewer work; however, the measure passed. The homeowners grudgingly paid for the services and went along with the requirements proposed by the City of Eugene. As soon as the sewers were in place, the city began approving new housing developments, not a few, but a lot. The lack of planning has caused many problems to this area. The Santa Clara and River Road areas have become a checker board of services, housing styles, unfinished roads, a considerable amount of traffic and a lot of confusion.



COMMITTEE STATEMENTS

With my new knowledge on this advisory committee, I can see the lack of planning for this area has not only created chaos, but is now creating dissension and cruelty among our neighbors as witnessed at the open forum at North Eugene High School on May 16, 2002.

At this point, I believe that the city needs to take a deep breath and begin to back track. New housing permits should not be approved until further evaluation. There needs to be a plan for this community in order to be on the same path and create a feeling of pride and ownership. First suggestion is to stop fighting the annexation and work towards an equitable plan with the city and non-city residents. It seems that annexation is inevitable in order to have all services become equal for the residents. An idea that surfaced at our meetings is to gradually annex homes as they are sold. This can be done by only increasing taxes as homes are sold and not increasing the taxes on non-city residents who retain their homes under current tax rates. This would allow non-city tax payers to know that they will not have higher taxes placed on them as the sewers were. People on fixed incomes can stay in their homes, and the sales of homes over time will produce the taxes needed for the area. Purchases of homes that are in-city know they will be paying city higher taxes, and are informed at the onset of their future. Non-city residents purchased their homes at the lower tax amount. It would not be fair to increase taxes and force people to lose their homes as occurred with the sewers. This plan would allow the area to either gradually annex the area, or annex the area in the near future, but to increase taxes gradually by the addition of home sales.

Planning needs to be done to try to make the area more cohesive in planning and character. Parks and recreation areas need to be added to Santa Clara so that they can have the same community meeting places and involvement as the River Road area enjoys.

An important aspect of this area is the increased TRAFFIC on both sides of the Belt Line. Additional homes should not be built in the area until this is worked through. Oregon and this area have fought off the 'big city' hustle and bustle. If we continue on the path that we have taken over the last 10 years, our community will become another traffic congested area and no longer a small town that enjoys the life of a small suburb.

COMMITTEE STATEMENTS



Ann Vaughn

I am presently working for the Eugene School District and have done so for the past 24 years. All of my experience with the district has been in the River Road/Santa Clara region, first as a math teacher and later as an administrator. When my husband and I built a home in Santa Clara seven years ago, our property was automatically annexed to the city. We had previously lived within the city limits and had no objection to the annexation.

As an educator in the River Road/Santa Clara area, I have had an opportunity to work with most families in the region and as a resident I have become somewhat familiar with the issues facing our community. My concern for potential divisiveness between city residents and non-residents, concern for the preservation of the neighborhood character, and concern for the quality and efficiency of services were my primary reasons for joining the Urban Services Committee. Although the committee members came from a variety of backgrounds and experiences, it was clear from the beginning that we all wanted to be part of the solution.

Information and communication are powerful tools. Throughout our committee work, we had opportunities to receive information about the various service providers for the River Road/Santa Clara area and to have quality dialogue around the issues facing our region. We listened intently to each other and to the service providers and had opportunities to explore some strategies for long and short term solutions.

The climate of the committee work built trust and open communication. I went from an initial feeling of “you knew you were in the city when you built your home” to feeling that the issues of city residents in the area mattered equally with the issues of non-residents. Likewise, I moved from being tired of hearing about the “sewer issues” to understanding why representation is such a key issue for non-residents.

Although most committee members realize that the entire River Road/Santa Clara area will eventually become part of the city, we also know there are examples throughout the country where neighborhoods in cities have preserved their character and strengths. This is important to all of us who have chosen to live in the River Road/Santa Clara area.

As we enter this transition period, I would suggest that consideration be given to the model used for our committee. The strengths of the model could be replicated and expanded to open communication among all groups in order to nurture a trust that is presently lacking. Trust is built on a willingness to share all available information as well as open dialogue and active listening. Sensitivity needs to be paid to the equity issues for city residents in the River Road/Santa Clara area and also to the tax and representation issues of the non-residents. Compromises can be reached that will best serve the community and the city, both in the short term and in creating a collective vision for the future.



COMMITTEE STATEMENTS

I would like to thank Jim Croteau for his commitment to our group. The success of our committee work was largely influenced by his wise leadership. I am also grateful to the city staff and the various agencies who provided us with much information to consider. I look at our committee work as first steps. I am optimistic that we can preserve and improve our community as we continue to work together in the future.



APPENDICES

APPENDICES (*under separate cover*)

- a. Service Themes and Proposals
- b. Maps
- c. Background Report

